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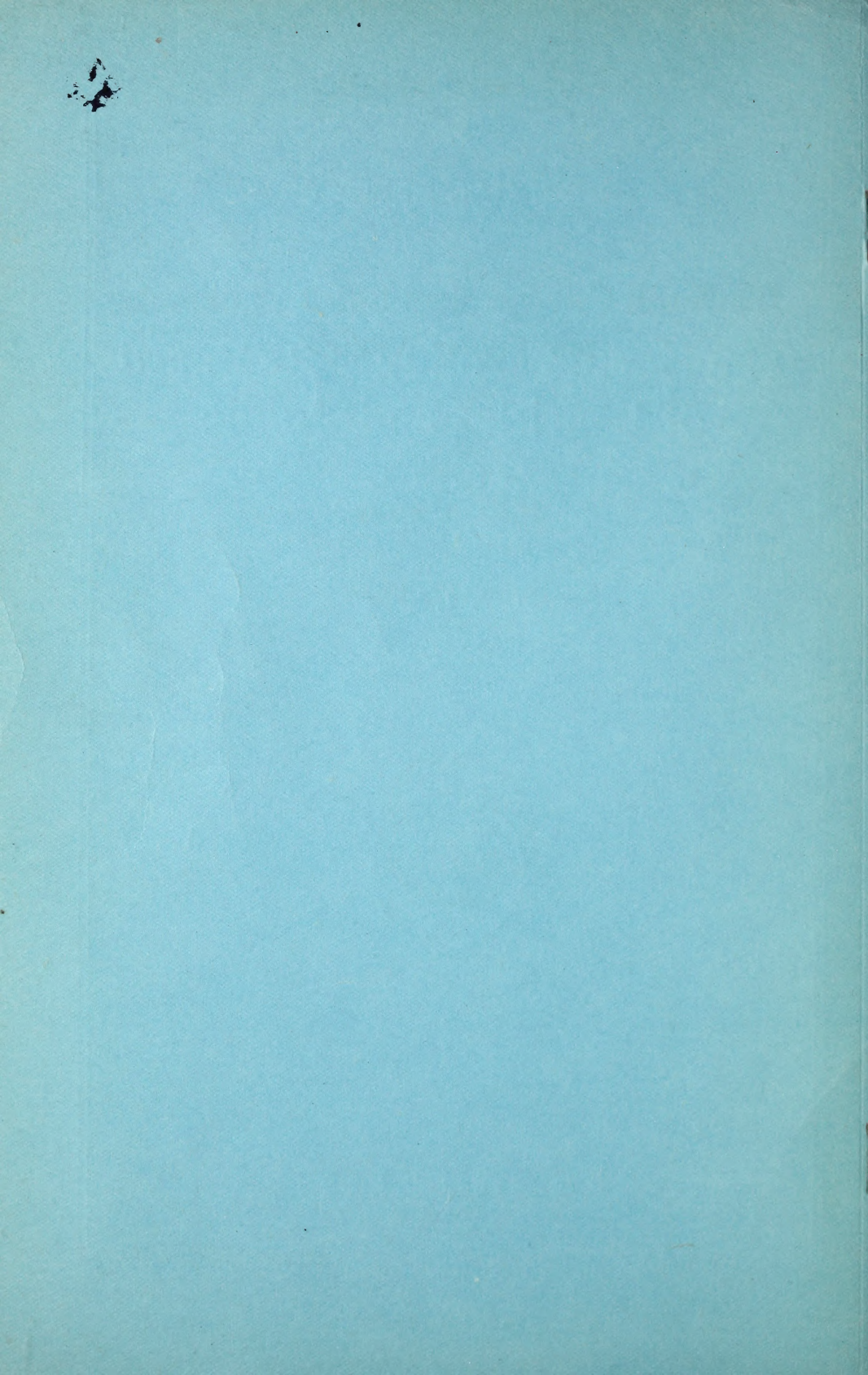
OF

**The North Carolina State Board
of Charities and Public
Welfare**

JULY 1, 1924
TO
JUNE 30, 1926



KATE BURR JOHNSON
Commissioner



BIENNIAL REPORT

226
426

OF

The North Carolina State Board of Charities
and Public Welfare

JULY 1, 1924

TO

JUNE 30, 1926



KATE BURR JOHNSON
COMMISSIONER

CONSTITUTIONAL MANDATE

(CONSTITUTION OF NORTH CAROLINA, ART. 11, SEC. 7.)

Beneficent provision for the poor, the unfortunate, and orphan, being one of the first duties of a civilized and Christian State, the General Assembly shall, at its first session, appoint and define the duties of a Board of Public Charities, to whom shall be entrusted the supervision of all charitable and penal State institutions, and who shall annually report to the Governor upon their condition, with suggestions for their improvement.

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THE NORTH CAROLINA STATE BOARD OF CHARITIES AND PUBLIC WELFARE

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A. W. McALISTER, Greensboro, *Vice-Chairman*.....Term expires April 1, 1929
REV. W. L. HUTCHINS, Winston-Salem.....Term expires April 1, 1927
MRS. WALTER A. WOODARD, Wilson.....Term expires April 1, 1927
DR. C. H. DURHAM, Lumberton.....Term expires April 1, 1931
MRS. JOSEPH A. BROWN, Chadbourn.....Term expires April 1, 1931
MRS. HERBERT F. SEAWELL, Carthage.....Term expires April 1, 1931

STAFF

KATE BURR JOHNSON.....Commissioner of Public Welfare
ROY EUGENE BROWN.....Director of Division of Institutions
L. G. WHITLEY.....Penal Inspector for the State Board of Health
and the State Board of Charities and Public Welfare
EMETH TUTTLE.....Director of Division of Child Welfare
KATHLEEN B. HOLDING.....Assistant to the Director
MARY FRANCES CAMP.....Director of the Division of County Organization
HARRY W. CRANE.....Director of Division of Mental Health and Hygiene
LUCY F. LAY.....Director of Division of Education and Publicity
LILY E. MITCHELL.....Director of the Rockefeller Demonstration
LIEUTENANT LAWRENCE A. OXLEY.....Director of Division of Work
Among Negroes
FANNIE S. DARK.....Chief Clerk
CLAIRE HODGES.....Secretary and Librarian
JULIA C. DAVIS.....File Clerk


LETTER OF TRANSMITTAL

*To His Excellency, ANGUS WILTON McLEAN,
Governor of North Carolina.*

SIR:—I have the honor of handing you herewith the report of the North Carolina State Board of Charities and Public Welfare for the biennial period dating from July 1, 1924, through June 30, 1926.

Very truly yours,

WM. A. BLAIR,
Chairman.



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GENERAL SURVEY OF PUBLIC WELFARE WORK IN NORTH CAROLINA

The Board of Charities and Public Welfare is the medium through which the State of North Carolina expresses its concern for the poor, the orphan and neglected child, the defective, the delinquent, and the criminal. Provision for the board was made in the Constitution of 1868, shortly after the close of the Civil War, and its duties partly outlined.

Two state charities, the school for the blind and deaf, and the hospital for the insane at Raleigh had been established prior to the Civil War.

As the years have passed since the war, and the State has slowly but surely arisen from the conditions of poverty and disorganization which follow war, the charitable and corrective work carried on by the board and various eleemosynary institutions and agencies, has shown a correspondingly healthy growth. The State Prison was built in 1869. Children orphaned by the ravages of war demanded attention. The State, not being rich enough to maintain an institution for dependent children at that time, and perhaps not considering it advisable to do so, fulfilled this obligation by contributing to the support of the Masonic orphanages at Oxford, both white and colored, and continues to do so. The delinquent, the feeble-minded were all eventually provided with special institutions. The need for custodial care for certain defectives, and corrective treatment for others, with the exception of the feeble-minded, has been met gradually and fairly satisfactorily in so far as institutional capacity is concerned. The need for more scientific care will be discussed elsewhere in this report. The most serious need at the present time in the way of institutional provision is for a farm colony for women offenders. Such women offenders as are not eligible for Samarcand are receiving no constructive treatment either physical or moral. Those who are convicted of some offense are usually fined a nominal amount, given a few weeks in jail, or ordered to leave town in a given time. The latter is a favorable method of handling women sex offenders; so in this way Raleigh contributes to the problem of immorality in Durham; Durham to Greensboro; Greensboro to Winston-Salem, and so on. It is a vicious cycle of crime, changing only in the personnel. The problem still remains untouched.

During these years much progressive social legislation has been enacted other than that providing for institutions. An enlarged State

Board of Charities and Public Welfare tied up with a county system, a State Child Welfare Commission, a Mothers' Aid Law, a state-wide system of juvenile courts, child labor and compulsory school attendance laws, and a law raising the age of consent, are some of the outstanding measures which show the response of the public conscience to social needs. This legislation shows that we have been aroused to the necessity for preventive social legislation as well as corrective. For instance, children who are kept in school and saved from premature and undue labor, dependent children who are kept in their homes under the supervision of capable mothers through State aid, are not nearly so likely to develop physical and moral problems which will later require correction.

The General Assembly of 1925 was the first in many years to fail to pass some outstanding social measure. Whatever may be the reason for the unsocial attitude of the General Assembly of 1925, it calls for thoughtful consideration on the part of those citizens who are interested in unfortunate people and their general welfare. And it must always be borne in mind that these people constitute a great inarticulate group who cannot speak for themselves; so that, if those of us who through the circumstances of either environment or heredity are more fortunate do not speak for them, their needs will not be known or heeded. A social program has never been a static thing for any length of time. The history of its development in this State which we have touched on shows that it changes for better or for worse. In most cases, the changes have meant progress. And the sympathetic support that the work of the State Board of Charities and Public Welfare and other social agencies have received from the press, the various civic organizations, many of the churches and individual citizens would indicate a far reaching desire to see the course of social progress develop and expand to widening fields of usefulness.

If North Carolina is selfish and indifferent she is not alone in her attitude. The American people as a whole are in a slough of materialism for which the results of the late war are largely responsible. We have seen the apparent breaking down of those ideals for which the best of us thought the war was fought. It was "a war to end war"; a "war to make the world safe for democracy." We have discovered those to be mouth-filling phrases disguising the real nature of a conflict between greedy and self-seeking nations. The natural result has been a general reaction against those things which are fine and idealistic. The United States came out of the war the richest nation on earth, the world's creditor. We came out of it disillusioned, but with great wealth,

and we have turned to our wealth as a tangible evidence of power, having come to distrust the power of ideals.

North Carolina is publishing to the world accounts of her material property, her good roads, her development of water power, and her bids for new industries and greater commerce. These things, together with her freedom from labor troubles, and her proximity of the source of supply, make it fairly certain that the State will be the final goal of a great part of the southward migration which seems now to be taking place. Thoughtful people should not only be questioning the situation in regard to existing social problems, but be preparing to meet the additional problems that a great industrial development, and an alien population, is sure to bring. North Carolina has changed from an almost purely agricultural state to one of the greatest industrial states in the Union in the short period of about twenty-five years. It is not surprising that we are not entirely prepared to meet this situation. But it is important that we do not indulge in useless and futile delay. We should see to it that established institutions are prepared to absorb an unusual increase in population without disorganization. Protective legislation for workers should be adequate and sound. In other words, our concern for human beings should certainly equal our desire for increased wealth and prosperity. We should be able to advertise North Carolina as a state with a live social conscience as well as a good state in which to make money. For after all, people, not wealth, are the basis of a stable civilization. If our government is to be secure, and our people contented and free, our material advancement and our spiritual development must run a parallel course. It is profitless today, as always, for a man or a state or a nation to gain the whole world, if that worldly gain means the loss of a soul.

CHANGES IN PERSONNEL OF THE BOARD

Upon assuming the office of Governor, Mr. McLean announced it to be his policy to change board members of agencies and institutions whose terms expired during his tenure of office. Rev. M. L. Kesler, Mrs. J. W. Pless, and Mrs. T. W. Lingle were the members of the State Board of Charities and Public Welfare whose terms of office were out in 1925. In their places the Governor appointed Rev. Charles H. Durham, Mrs. Joseph A. Brown, and Mrs. Herbert F. Seawell. In preparing this report for the board to submit to the Governor and the General Assembly, the Commissioner wishes to take occasion to express her gratitude to the former members of the board

for their loyal and sympathetic support, and to express her appreciation to Governor McLean for the selection of the three socially minded, outstanding citizens who succeeded the former members.

CHANGES IN PERSONNEL OF STAFF

There have been several changes on the executive staff of the State Board of Charities and Public Welfare in the past biennium.

Mr. Roy M. Brown resigned in September, 1925, to accept a position as Research Associate, Institute for Social Research and Science, University of North Carolina School of Public Welfare. Mr. Brown had been with the State Board four years, and during that time had rendered the State loyal, efficient and conscientious service. For the second time the University called Mr. Brown, and the State Board, working with a decreased appropriation, did not feel that it could ask Mr. Brown to stretch his loyalty to the extent of making the personal sacrifice that a second refusal of the University offer would mean.

Mr. R. Eugene Brown succeeded Mr. Roy M. Brown. At the time he was employed by the Salary and Wage Commission. Mr. R. Eugene Brown is a graduate of the University of North Carolina, and had done research work in the Institute for Social Research there.

When the Board of Directors of the East Carolina Training School for Boys offered Mr. S. E. Leonard of our staff the position as Superintendent, the State Board of Charities and Public Welfare felt again, that it could not interfere, for this was in line of promotion, and it knew of no one so well qualified to take this position as Mr. Leonard. As the East Carolina School is one of the institutions definitely connected with the State Board, our association with Mr. Leonard is just shifted, not severed; and for this we are grateful. Mr. Leonard's services to the State Board covering a period of two years has been mutually pleasant and satisfactory. Under Mr. Leonard's direction the East Carolina Training School should become an institution in which the State may take as much justifiable pride as it does now in Samarcand and Jackson Training School. Mr. Leonard accepted this position August, 1925.

Miss Mary Frances Camp, at the time the able and popular Superintendent of Public Welfare for Harnett County, was appointed Mr. Leonard's successor. Miss Camp is now with the State Board as Director of County Organization.

Nell Battle Lewis resigned as head of the Division of Education and Publicity of the State Board of Charities and Public Welfare in February, 1925. Miss Lewis had been with the State Board since

September, 1922, and during that time edited the monthly "*Progress*," several special bulletins, and wrote a number of newspaper articles about phases of the public welfare work. Under Miss Lewis' direction the work of this division grew in importance and popularity. Requests for bulletins and information about the work of the board came from practically every state in the Union and foreign countries.

In July, 1925, the State Board announced the appointment of Miss Lucy Lay as Publicity Director to succeed Miss Lewis. Miss Lay was graduated from the University of North Carolina in 1925, and has specialized in journalism.

Miss Mary G. Shotwell, who has been on a year's leave of absence from her work with the State Board of Charities and Public Welfare, tendered her resignation as head of the division of child-caring institutions in July, 1926. She took up her new work with the Child Welfare Department of the Public Education Association of New York on August first. Miss Shotwell had been in New York on leave of absence at Columbia University for a year.

Miss Shotwell began her work with the State Board of Charities and Public Welfare in 1921, and worked constantly to do all in her power to foster proper standards in child care and child placing. As part of her work with the Board she wrote a bulletin on the care of dependent children in institutions which has been highly commended by many individuals and agencies.

Dr. Howard W. Odum, Director of the School of Public Welfare at the University of North Carolina, had been connected with the State Board of Charities and Public Welfare in the capacity of Adviser, without compensation, since the election of the present Commissioner until a year ago. Dr. Odum was generous with his time and interest, and the fruits of his experience, and if the State Board has been successful in its operations, much credit is due Dr. Odum. Dr. Odum asked to be released from service on the board as the press of other duties increased, but Dr. Odum and the University in general are still our loyal friends, and among other things make the Annual Institutes for Public Welfare possible.

INSPECTIONS

At the suggestion of Governor McLean a different arrangement for inspecting penal institutions was made in July, 1925. As both the State Board of Health and the State Board of Charities and Public Welfare have clearly defined responsibilities in regard to supervising these institutions, the Governor felt that the public interest could best

be served by the two boards coöperating in their inspection work. Consequently a plan was worked out whereby Mr. L. G. Whitley, Chief Sanitary Inspector for the State Board of Health, could do certain work for the State Board of Charities and Public Welfare at the same time he was working for the State Board of Health. This plan has proved economical and satisfactory. It has prevented duplication of effort and given more regular service. Previous to this arrangement the State Board of Charities and Public Welfare had not had the means to keep an inspector of penal institutions continually at work. This is necessary if results are to be gotten. Mr. Whitley has rendered excellent service as the detailed report of his activities under the report of the Division of Institutions will show. It is to be hoped that the Legislature will make provisions for this arrangement to be permanent, and provide Mr. Whitley with an assistant to do the follow-up work. The State Board of Health has shown a fine spirit of coöperation in this joint enterprise, for which we are grateful. Mr. Whitley's salary is paid by the State Board of Health, and his expenses by the State Board of Charities and Public Welfare.

OFFICE ROOM

The board is grateful for the more comfortable and convenient new quarters provided for us in the building of the Department of Agriculture by the General Assembly of 1925.

SPECIAL INVESTIGATIONS

Much time and money has been spent during the last biennium in making special investigations, several of which have involved the board in court action.

A special investigation of conditions at Samarcand was made at the request of the Governor as a result of charges of mistreatment of an inmate brought by a relative. We found most of the charges without foundation. A report was submitted to the Governor and the Board of Trustees.

With the Cranford case the public is fairly familiar. After many complaints of brutal treatments of prisoners on the Stanly County chaingang had come to the State Board of Charities and Public Welfare from both prisoners and reputable citizens, several investigations were made and bad conditions found. Every effort was made to get coöperation from local authorities to remedy the situation and avoid publicity and court action, if possible. Failing in this our reports were submitted to the Governor, who called upon the Attorney-General to

handle the matter. The judge and the solicitor of the district were given the material, and as a result of their study of the case, the grand jury of the Stanly County Superior Court was charged to investigate the complaints. On November 27th, 1925, two true bills were returned against the supervisor of the county prison camp; one charging him with the murder of two convicts; and a second bill charging him with assault on another convict.

The Governor requested the solicitor to prosecute the case and employed special counsel to assist him.

After many delays, a trial was begun in July, 1926, during which the State endeavored to prove that the supervisor had hastened the death of the two convicts by cruel and unwarranted treatment. Practically all the evidence offered by the State in relation to the specific charges, was offered by ex-convicts. It was refuted by the defense through statements offered by reputable physicians and others who testified that there were no marks on the bodies of the prisoners.

The defendant was given a verdict of "Not guilty" of the murder of the two men, and the case was dismissed.

However, during the trial, the judge admitted any testimony tending to show that Cranford habitually mistreated his prisoners. This allowed the prosecution to introduce such an overwhelming number of charges of gross injustices and evident brutalities that the public was sickened by the recital. Day after day instances of severe beatings and other forms of cruel treatment were related, not only by ex-convicts and ex-guards, but by reputable citizens of the county.

Most of the North Carolina newspapers, reflecting the opinion of the people of the State, accepted the fact that Cranford had been guilty of inhuman treatment, and declared that the State would no longer tolerate such a condition as had existed in the Stanly County Prison Camp.

There is still another true bill against Cranford.

The Stanly County Prison Camp had been abandoned in November, 1925, following Cranford's indictment. The prisoners are now hired out to Union County, and Cranford was engaged to work the roads with free labor. The public does not know the time, money and energy consumed by members of the staff of the State Board of Charities and Public Welfare in making these investigations. In this case five members of our staff made fifteen trips to Albemarle, spending many hours in making the investigations which lasted over a period of four years.

The Rocky Mount Prison Camp case is almost equally notorious. The road camp foreman and a guard were convicted of beating a Negro convict to death and were sentenced to 20 years at hard labor.

This conviction marks an epoch in North Carolina. As far as we are able to find, only one other prison official had ever been convicted of cruel treatment to prisoners in North Carolina, and he was eventually pardoned.

Final action in this case was due to the prompt and decisive action of Judge Sinclair who was holding court in the district at the time the killing occurred. He demanded the immediate resignation of the superintendent and guaranteed protection to the prisoners who were called to testify. The State Board of Charities and Public Welfare had made several unsuccessful efforts to get the coöperation of local authorities in cleaning up this camp. Then a Negro was killed, and the foreman and guard who did the killing were convicted of manslaughter. The guard, now in the State Prison has had a mental examination by Dr. Crane, and was found to be definitely feeble-minded. Following is an excerpt from the report of the grand jury made at the time of trial:

"It is our unanimous opinion that a deplorable condition existed at the Rocky Mount camp with no extenuating circumstances, no redeeming features, no justification, rights or reason for such brutal, inhuman physical treatment as has been accorded prisoners in this camp or stockade.

"Added to this treatment, the prisoners have been subjected to a most cowardly form of mental and moral torture by threats of physical punishment unless willing to perjure themselves on every occasion necessary and while being deprived of their liberty, have seen those in charge of them and having unrestricted power over them, disregard any and all laws, observing crimes committed in their presence, in most instances, more reprehensible than deed for which they, the prisoners, were adjudged guilty."

In both of these cases court action and the subsequent publicity in which none of us take any pride might have been avoided if timely co-operation from local authorities could have been secured.

The Rocky Mount Prison was completely reorganized following the trial. It is now sanitary, convenient and well equipped, and under a much better management.

The Carroll case is another notorious case of a different kind in which the State Board of Charities and Public Welfare figured. A report of this case may be found in the report of the Division of Mental Health and Hygiene.

WARD FOR NEGRO CHILDREN AT ORTHOPEDIC HOSPITAL

It was a privilege to be instrumental in making possible a ward for crippled Negro children at the State Orthopedic Hospital.

In the summer of 1925 the Commissioner of Public Welfare, during a trip to New York, called the attention of Mr. B. N. Duke to the urgent need, and upon her return to her office she found his check for \$15,000 for the erection of a ward at the State Orthopedic Hospital.

On the afternoon of March 24th, 1926, this new ward was formally presented to the State through the board of directors and "dedicated to the service of God for the scientific treatment and healing of crippled and deformed children."

Mr. R. B. Babington, whose deep interest and untiring efforts were largely responsible for the hospital, formally presented the new unit to the State, and Mr. George Blanton, also a member of the board, accepted it, in the absence of Governor McLean.

The capacity of the ward is limited to twenty children. It has a competent unit of Negro nurses to care for them.

COMMISSIONER'S WORK WITH CHILD WELFARE LEAGUE OF AMERICA

October, 1926, terminated the Commissioner's services as a member of the Executive Committee of the Child Welfare League of America. During the three years the Commissioner served on the Executive Committee she attended three board meetings in Chicago, one in New York and two meetings of special committees in New York; one meeting in Toronto, and one in Cleveland. The expenses of attending these meetings were borne by the League with the exception of such meetings as were held coincident with the National Conference for Social Work. While a member of the Executive Committee, the Commissioner served as chairman of a sub-committee to make recommendations to agency members on vacation and sick leave, and last year served as chairman of the Nominating Committee.

The Child Welfare League of America is composed of more than 125 agencies and institutions in the United States and Canada. Its object is to raise the standards of care for dependent and neglected children. Agencies admitted to the League are required to maintain certain standards. North Carolina is represented in the League by the Division of Child Welfare, State Board of Charities and Public Welfare; North Carolina Children's Home Society; Duke Foundation, and the Thomasville Baptist Orphanage.

DIVISION OF WORK AMONG NEGROES

This is the first time the Division of Work Among Negroes has submitted a report as it did not begin to function until January, 1925. Special attention to the report of this division is requested. Under the direction of Lieutenant Lawrence A. Oxley it has rendered excellent service, and the work among Negroes deserves to be not only supported, but greatly extended. Splendid coöperation, as well as generous volunteer contributions, have made it a pleasure to work with the leading Negroes of the State in promoting the program of the division.

It is futile to make an effort to solve the social problems and raise the standard of living of one race and ignore the other when the two live side by side. And we hope the time will soon come when the questions of dependency, delinquency, defectiveness and neglect will be thought of as pertaining to all our people, and deserving equal consideration regardless of race. In the work among Negroes, as in the other work, our chief effort has been to develop leadership, and to train this leadership to show its followers how to help themselves.

The beginning of such a program on January 1, 1925, was made possible through part of a joint grant from the Laura Spelman-Rockefeller Memorial Foundation made to the State Board of Charities and Public Welfare and the School of Public Welfare of the University of North Carolina for a four-county demonstration. We are asking the General Assembly to appropriate sufficient funds to carry on the work of the division. The Laura Spelman-Rockefeller Memorial Grant terminated June, 1927, and the work cannot continue without legislative appropriation. Several counties have given excellent coöperation and have contributed liberally for county work.

Attention is called to the excellent report of the Four County Demonstration made by Lily E. Mitchell, Director. This demonstration was begun two and a half years ago, and the director is submitting her first public report. It is believed that the demonstration has proved its worth in the counties to such an extent that the counties will assume responsibility for continuing it.

COOPERATION FROM ATTORNEY-GENERAL'S OFFICE

As the work of the State Board has taken a legal aspect in several cases we have had to call on the Attorney-General's office quite frequently. This office has been unfailing in its coöperation, giving generously in time and interest. Up to date the Attorney-General and his assistant, Mr. Nash, have done all the legal work in the Carroll case. In the Cranford case the Governor employed special counsel to assist the solicitor.

TABLE SHOWING POPULATION OF ORPHANAGES

Institution	Children in Orphanages January 1, 1926										Library Facilities			Education					
	Capacity	Ages				Status			Number of Children cared for during last 2 year period ending on date Institution's last Annual Report			Books	Newspapers, Magazines and Papers		Public School	Institution School			
		Under 2 years of age	Between 2 and 6 years of age	Between 6 and 12 years of age	Between 12 and 15 years of age	Over 15 years of age	Total	Orphans	Half-Orphans	Both Parents Living	Boys						Girls	Total	
Alexander Home	42	0	10	25	5		40	6	21	13	21	26	47	5	6		4	x	
Catholic Orphanage	110	0	16	26	58	5	105	26	74	5	160	0	160	8	4,200	2,000	10	x	
Christian Orphanage	130	1	9	45	41	11	197	25	72	10	35	43	107	6½	3½			x	
Eliada Orphanage	100	2	20	29	8	5	64	28	27	9	29	40	69	2	16	367	12	x	
Falcon Orphanage	60	0	6	20	20	9	55	22	30	3	34	40	74	7	6½	485	8	x	
Freewill Baptist Orphan's Home	90	0	6	40	23	12	81	33	46	2	37	38	75	3	15			x	
Grandfather Orphan's Home	65	0	4	29	34	1	68	8	49	11	37	48	85	7	8	530	8	x	
I. O. O. F. Home	150	0	1	30	46		114	23	87	4	91	71	162	8	10		23	x	
Kennedy Home—(Included in Thomasville Orphanage Report)																			
Maxwell Training School	35	0	0	6	10	4	20	5	11	4	27	27	54	12	1,000		11	x	
Memorial Industrial (Colored) School	50	0	9	19	17	6	51	20	23	8	27	27	54	5½	5	411	25	x	
Methodist Children's Home	200	0	21	95	49	25	190	55	122	13	93	115	208	8	6½	2,305	12	x	
Methodist Protestant Children's Home—(No Report)																			
Methodist Orphanage (Raleigh)	300	0		56	139	45	210	97	143	0	135	145	280	8	10.1	2,904		x	
Mountain Orphanage	60	0					53	12	28	13				10½		650		x	
Nazareth Orphan's Home	75	0		11	14	16	41	18	23		23	26	49					x	
Oxford Orphanage (Oct. 15, 1926 Report)	415	2	25	171	126	84	408	125	273	10	256	255	511	7	6	3,238	60	x	
Oxford (Colored) Orphanage	300	8	47	114	75	15	256	118	106	35	178	170	348	8	10		25	x	
Presbyterian Orphan's Home	350	0	25	168	102	68	363	94	236	33	28	520	520	8	5	5,030		x	
Pythian Orphanage (July 1, 1926 Report)	40	0	1	12	7	13	33	33	2	23	2	24	52	7	6		6	x	
St. Ann's Orphanage	30		3	17	10		30	7	17	6		60	60					x	
Thomasville Baptist Orphanage, April 30, 1926 Report	500						500	245	309	36				6½		1,423		x	
Thompson Orphanage	112	1	25	42	28	17	113	21	60	32	61	77	138	4	4		7	x	
Total Reported	3,334	14	228	955	812	373	3,025	996	1,780	249	1,269	1,210	2,999	7½	7	3-5-20,403	211	6	15

DIVISION OF INSTITUTIONS

The work of the Division of Institutions falls into three divisions:

1. Child-Caring Institutions.
2. County Homes and Poor Relief.
3. Penal Institutions.

During the period July 1, 1924, to June 30, 1926, reports on file show that all of the child-caring institutions, fifty per cent of the county homes and all of the penal institutions with the exception of some of the city jails or lockups have been visited one or more times.

CHILD-CARING INSTITUTIONS

New Developments

The construction of the buildings for the Junior Order Orphanage was started at Lexington just prior to the end of the last biennium. A new high school building has just been completed at the Presbyterian Orphans' Home. A new administration building and two cottages at Thompson Orphanage, Charlotte, were begun during this period and a new building to be used for an administration building and a dormitory for boys was completed at the Pythian Orphanage at Clayton. The Eastern Carolina Training School for Delinquent Boys was opened during the last year. A Training School for Delinquent Negro Girls has also been opened at Effland.

1. Orphanages

ALEXANDER HOME, Charlotte, N. C.,

Mrs. Fannie Sharpe, Superintendent.

Owned and controlled by Presbyterian churches of Charlotte. Receives dependent children from three to twelve years of age.

CATHOLIC ORPHANAGE, Nazareth,

Rev. George Woods, Superintendent.

Owned and controlled by the Catholic Church. Receives dependent children from two to thirteen years of age.

CHRISTIAN ORPHANAGE, Elon College,

Rev. Chas. D. Johnston, Superintendent.

Owned and controlled by the Southern Convention of the Christian Church. Receives dependent children from three to thirteen years of age.

ELIADA ORPHANAGE, Asheville, N. C.,

Rev. L. B. Compton, Superintendent.

Owned and controlled by a board of directors. Inter-denominational. Receives dependent children from infancy to ten years of age.

FALCON ORPHANAGE, Falcon, N. C.,

J. A. Culbreth, Superintendent.

Owned and controlled by the Falcon Camp Meeting Association of the Pentecostal Church. Receives dependent children from five to thirteen years of age.

FREEWILL BAPTIST ORPHANS' HOME, Middlesex, N. C.,

C. G. Pope, Superintendent.

Owned and controlled by Freewill Baptists. Receives dependent children from three to twelve years of age.

GRANDFATHER ORPHANS' HOME, Banner Elk, N. C.,

J. W. Holcombe, Superintendent.

Owned and controlled by Southern Presbyterian Church. Receives dependent children from three to ten years of age.

I. O. O. F. HOME, Goldsboro, N. C.,

Charles Warren, Superintendent.

Owned and controlled by Independent Order of Odd Fellows. Receives dependent children from four to twelve years of age.

KENNEDY HOME, Kinston, N. C.,

R. H. Hough, Superintendent.

Located seven miles west of Kinston on Route No. 10.

Branch of Thomasville Baptist Orphanage.

JUNIOR ORDER ORPHANAGE.

(Now under construction.)

MAXWELL TRAINING SCHOOL, Franklin, N. C.,

J. E. Lancaster, Superintendent.

Owned and controlled by the Home Mission Committee of the Asheville Presbytery. Receives dependent boys from five to fourteen years of age. This is also a boarding school.

MEMORIAL INDUSTRIAL SCHOOL, Winston-Salem, N. C.,

Rev. J. W. Poindexter, Superintendent.

Controlled by a board of trustees and a member of the Winston-Salem Community Chest. Receives dependent Negro children from three to twelve years of age.

METHODIST CHILDREN'S HOME, Winston-Salem, N. C.,

Rev. Charles Wood, Superintendent.

Owned and controlled by the Western North Carolina Conference of the Methodist Church. Receives dependent children from three to thirteen years of age.

METHODIST PROTESTANT CHILDREN'S HOME, High Point, N. C.,

Rev. E. G. Lowdermilk, Superintendent.

Owned and controlled by the Methodist Protestant Church. Receives dependent children from four to twelve years of age.

METHODIST ORPHANAGE, Raleigh, N. C.,

Rev. A. S. Barnes, Superintendent.

Owned and controlled by the North Carolina Conference of the Methodist Church. Receives dependent children from five to twelve years of age.

MOUNTAIN ORPHANAGE, Black Mountain, N. C.,

Carl Brindley, Superintendent.

Owned and controlled by the Home Mission Committee of the Asheville Presbytery. Receives dependent children from four to fourteen years of age.

NAZARETH ORPHANS' HOME, Rockwell, N. C.,

Rev. W. H. McNairy, Superintendent.

Owned and controlled by the Reformed Church of North Carolina. Receives dependent children from five to sixteen years of age.

OXFORD ORPHANAGE, Oxford, N. C.,

R. L. Brown, Superintendent.

Owned and controlled by the Grand Lodge of Masons of North Carolina. Receives dependent children from one to twelve years of age.

OXFORD COLORED ORPHANAGE, Oxford, N. C.,

H. P. Cheatham, Superintendent.

Owned and controlled by a board of trustees, three of whom are appointed by the Governor. Receives dependent children from three to fourteen years of age.

PRESBYTERIAN ORPHANS' HOME, Barium Springs, N. C.,

Joseph B. Johnston, Superintendent.

Owned and controlled by the Presbyterian Church. Receives dependent children from two to twelve years of age.

Miss Cornelia Steele has recently been employed as a field agent.

PYTHIAN HOME, Clayton, N. C.,

R. D. Jenkins, Superintendent.

Owned and controlled by the Knights of Pythias. Receives dependent children from five to sixteen years of age.

ST. ANN'S ORPHANAGE, Belmont, N. C.,

Sister M. Bride, Superintendent.

Controlled by Sisters of Mercy, Convent of the Sacred Heart.

THOMASVILLE BAPTIST ORPHANAGE, Thomasville, N. C.,

Rev. M. L. Kesler, Superintendent.

Owned and controlled by the Baptist State Convention. Receives dependent children from two to twelve years of age.

Miss Hattie Edwards is Field Agent and Director of Mothers' Aid.

THOMPSON ORPHANAGE, Charlotte, N. C.,

Rev. W. H. Wheeler, Superintendent.

Owned and controlled by the Episcopal Church. Receives dependent children from one to twelve years of age.

2. Homes for Temporary Care

BUNCOMBE COUNTY CHILDREN'S HOME, Asheville, N. C.,

Miss Emma Donoho, Superintendent.

Owned and controlled by Buncombe County. Receives dependent children from one to fourteen years of age.

JUVENILE RELIEF HOME, Winston-Salem, N. C.,

Mrs. George Norfleet, Superintendent.

Owned and controlled by the Juvenile Relief Association of Winston-Salem. Receives dependent and neglected children.

THE WRIGHT REFUGE, Durham, N. C.,

Miss Alice M. Pirie, Superintendent.

Owned and controlled by a board of trustees representing the various civic and official organizations of the city and county.

Dependent and neglected children are received from Durham and Durham County for temporary care. Wright Refuge also does child-placing.

Reports for the nine months ending June 30, 1925, and ending June 30, 1926, respectively, show that 114 children were received. Of the 46 children received from October 1, 1924, to June 30, 1925, 26 came from homes where the mothers were receiving hospital care, 26 children from eleven families were cared for until conditions could be readjusted in the homes, and 5 children were received for placement.

Of the 68 children received from June 30, 1925, to June 30, 1926, 26 came from homes where the father had deserted, 18 came from homes where the father was dead, 10 were taken from homes by order of the Juvenile Court, 9 came from homes where the mother was dead, 3 came from homes where both parents were dead, 1 from a home where the mother was ill and 1 from a home where the father was ill.

The homes of 22 of these children became self-supporting, and the children were returned, 3 were sent to orphanages, 1 to a boarding school, 3 were placed with relatives and 3 were placed in foster homes.

CUMBERLAND COUNTY PREVENTORIUM.

The Cumberland County Preventorium, an institution operated by the Cumberland County Tuberculosis Association for the care and treatment of undernourished and pre-tubercular children. The institution was opened May 1, 1925. The State Board of Charities and Public Welfare was asked to approve the project. An investigation was made and a license approving the preventorium was issued.

From May 1, 1925, to June 30, 1926, the preventorium cared for 77 children. Of this number 59 were dismissed prior to June 30, 1926, leaving 18 in the institution.

The operating cost for this period of time was \$4,845.01.

ANNA LEWIS HOME, Pasquotank County Detention Home, Elizabeth City, N. C.,

Rev. A. H. Outlaw, Superintendent of Public Welfare.

During the year ending June 30, 1926, the home cared for 29 children, ranging in ages from one to sixteen. Of this number, 6 were delinquent and 23 were dependent and neglected.

Disbursements at the home for the year amounted to \$2,465.22.

WAKE COUNTY DETENTION HOME.

The Wake County Detention Home was opened March 15, 1926, through the efforts of the Wake County Welfare Department.

From March 17th to June 30th, 31 cases, 22 boys and 9 girls, ranging in ages from 2 to 16, were handled through the home. Of these cases 20 were white and 11 were colored; 21 cases were delinquent and 10 were dependent or neglected. The average length of time spent in the home was twenty-four and a fraction of a day per child.

Of the 31 cases, 10 were placed in homes, 11 were returned to parents, 2 were returned to relatives, 3 were placed in institutions, 1 ran away, and 4 remained in the Detention Home.

3. State Institutions

EASTERN CAROLINA TRAINING SCHOOL.

This institution which received its first inmate on January 18, 1926, was established by an Act of the 1923 General Assembly. The bill as passed provided for an appropriation of \$25,000 for building purposes and an annual maintenance appropriation of \$5,000. The school is located on Route No. 40 about four miles north of Rocky Mount.

Mr. S. E. Leonard, Superintendent, has as his assistant Mr. Guy B. Alexander who was formerly at Jackson Training School.

Since the school opened up to June 30, 1926, 12 boys had been received. There is only one building at present. It was planned to limit the number of inmates to thirty for the first year.

STONEWALL JACKSON MANUAL TRAINING AND INDUSTRIAL SCHOOL, Concord, N. C.,

Charles E. Boger, Superintendent.

Receives delinquent white boys under sixteen years of age, by court commitment. Boys cannot be sentenced to the school for a definite length of time. When legally committed, a boy remains a charge of the institution during his minority or until such time as he shall be discharged. Boys under sixteen sentenced to State Prison or county prison camps may be transferred by the Governor to this school.

Thirteen cottages are now open at the school. During the period from June 30, 1924, to June 30, 1926, the school received 312 boys, and of this number 50 have been paroled. Of the total number handled during the period 140 have been paroled.

SAMARCAND MANOR, STATE HOME AND INDUSTRIAL SCHOOL FOR GIRLS, Samarcand, N. C.,

Miss Agnes B. MacNaughton, Superintendent.

Receives delinquent white girls by court commitment or on voluntary request. Commitments shall not be made for any specified length of time. When legally committed, a girl remains a charge of the institu-

tion during her minority or until such time as she shall be discharged. It is the policy of Samarcand to give preference to young girls.

During the last biennial period 133 girls have been received. Of this number 6 have been paroled and 4 have been transferred to Caswell Training School. Of the total number handled during the period 93 girls have been paroled.

MORRISON TRAINING SCHOOL FOR DELINQUENT NEGRO BOYS, Hoffman,
N. C.,

Rev. L. L. Boyd, Superintendent.

Receives delinquent Negro boys under sixteen years of age, by court commitment. Boys cannot be sentenced or committed to the school for any specified length of time. When legally committed, a boy remains a charge of the institution during his minority or until such time as he shall be discharged.

Negro boys under sixteen years of age who have been sentenced to the State Prison or county prison camps may be transferred to the institution by the Governor.

During the last two-year period, 74 boys have been received and of this number 18 have already been paroled. Of the total number handled during the period, 24 boys were paroled.

CASWELL TRAINING SCHOOL, Kinston, N. C.,

W. H. Dixon, M.D., Superintendent.

Receives feeble-minded boys and girls and feeble-minded adults in certain cases. Before applications for admission are submitted they must be approved by the local welfare officer and either the judge of the juvenile court or the clerk of the court of the county wherein the applicant resides.

During the last biennial period 18 inmates have been received and of the total number handled during the period 38 have been paroled. The institution has been crowded for some time.

Of the 406 inmates, according to a card file in this office, in the institution June 30, 1926, there were 142 over twenty years of age. Of the 406, forty-five had been transferred from other institutions.

4. Industrial Homes

NORTH CAROLINA HOME FOR COLORED GIRLS, Effland, N. C.,

Mrs. C. M. Brooks, Superintendent.

Controlled by the State Federation of Colored Women's Clubs.

Receives delinquent Negro girls under sixteen years of age, by court commitment.

The capacity of the institution is only ten.

MECKLENBURG INDUSTRIAL HOME, Charlotte, N. C.,

Miss Gertrude M. Clark, Superintendent.

During the period December 1, 1924, to June 30, 1926, 126 girls have been handled in the home. From December 1, 1925, to June 30, 1926, 38 of these girls were received. Of the 126 girls, 89 have been released. Of the 89, eighty were returned to their homes on parole, positions and boarding places were secured for 4, 1 was sent to jail as incorrigible, 1 was sent to Samarcand Manor, 1 was sent to the hospital for insane, and 2 were married.

Two drug addicts, 35 cases of gonorrhea, 17 cases of syphilis and of epilepsy were reported.

5. Hospitals for the Insane

(See report of Division of Mental Health and Hygiene.)

6. Maternity Homes

MATERNITY HOMES LICENSED BY THE STATE BOARD OF CHARITIES AND PUBLIC WELFARE

SALVATION ARMY MATERNITY HOME AND HOSPITAL, Wilmington,

Adjutant Ina DePew, Superintendent.

Chief of medical staff: Dr. J. B. Cranmar.

Board of Trustees: Evangeline C. Booth, Thomas Estill, Richard E. Holtz, Gustav Reinharden, Arthur T. Brewer.

Advisory Board: Mrs. Walter Parsley, Mrs. W. B. Cooper, Mrs. Dr. Sidbury, Mrs. Will Rehder, Mrs. Andrew Howell.

Estimated value of plant: \$14,000.

Capacity of institution: 45.

This institution was licensed by the State Board of Charities and Public Welfare in May, 1925. It admits pregnant women between the ages of twelve and thirty years who are first offenders. Inmates are kept from three to six months. There is a registered nurse in charge. A thorough physical examination is given each inmate in from 24 to 48 hours after admission, and specimens tested for venereal disease by the State Board of Health.

An effort is made to provide recreation for the inmates by occasional entertainments and indoor and outdoor games. There is opportunity for outdoor exercise in the large well-shaded back yard. The inmates are taught domestic science and plain sewing. They help with all the work of the institution. Religious services are held regularly. There is no library, but two daily papers and a number of magazines are

taken. Since the opening of the institution to July 30, 1926, 116 girls have been received and 89 dismissed. Of these 68 were dismissed to parents; 4 to welfare officers; 9 placed in domestic service; 9 sent to other institutions; 6 placed in other positions, and 2 married. One hundred and one babies were born, 12 died, 70 were dismissed with mothers; and 19 remained in the Home.

The income of the Salvation Army Maternity Home and Hospital, in addition to the entrance fee and board required of inmates, is an allowance from Salvation Army Divisional Headquarters and volunteer donations. Entrance fee is \$35.00, and board is \$10.00 per month.

FLORENCE CRITTENTON INDUSTRIAL HOME, Charlotte,

Mrs. Edna P. Cowgill, Superintendent.

Medical staff: Dr. Annie L. Alexander, Dr. Thomas B. Ross.

Board of Trustees: J. A. Bell, J. H. Wearn, J. B. Ivey, W. W. Hagood, J. A. Yarborough, A. H. Washburn, Dr. A. A. McGeachy, Dolph M. Young, Heriot Clarkson, Fred N. Tate, J. R. Boyd, Charles Toms, J. E. Latham, Geo. N. Mountcastle, E. H. Kochitzky, Robt. N. Glenn, R. M. Hanes.

Auxiliary Board: Mrs. R. H. Bouligny, Mrs. Walter Davidson, Mrs. J. A. Yarborough, Mrs. J. P. Kennedy, Mrs. Geo. E. Wilson, Dr. Annie L. Alexander, Dr. Thos. B. Ross, Mrs. Hamilton C. Jones, Miss Eva Liddell, Miss Florence M. Young, Miss Carrie L. McLean.

Estimated value of plant: \$30,000 to \$35,000.

Capacity of institution: 30 girls.

The Florence Crittenton Industrial Home admits unmarried pregnant women who are first offenders. There are no age restrictions. They do not have a registered nurse in charge. Physical examinations are made within twenty-four hours after admission, and tests made for venereal disease. Inmates are kept from 8 to 10 months, and are required to stay six months after birth of baby unless circumstances are exceptional.

There is a piano, radio and victrola at the institution, and the beginning of a library with 115 volumes. One daily paper is taken. Outdoor exercise is provided for pregnant girls in the yard. Other girls are taken on hikes.

Florence Crittenton Home is supported by volunteer contributions and a small fee which is required of all inmates. This fee is \$90.00—\$25.00 entrance, \$25.00 medical, \$25.00 expenses incurred during confinement, and \$15.00 for layette.

The records of this institution have been so inadequately kept that it is impossible to make any definite statement in regard to the popu-

lation. Since November, 1925, however, a better system of record keeping has been installed so that this information will be available in the future.

GREENSBORO REST COTTAGE, Greensboro,

Mrs. Helen M. Vandemark, Superintendent.

Chief of Medical Staff: Dr. B. R. Lyon.

Board of Trustees: C. H. Ireland, J. H. Armfield, W. R. Cox, J. L. Crouse, E. P. Wharton, Dr. B. R. Lyon, Mrs. J. P. Turner, Mrs. W. E. Blair, Mrs. George Stansbury, Mrs. Moody Stroud.

Estimated value of plant: \$25,000.

Capacity of institution: 10 girls.

Rest Cottage admits unmarried pregnant women. The age limit is 25 years. There is a registered nurse in charge. An examination for venereal disease is required before admission, and no girl is accepted who is found to be infected. No patient is taken for less than six months. Recreation is provided by a phonograph, daily papers and magazines. The girls get outdoor exercise in a large back yard and garden. Religious services are held regularly.

The Home, as it is called, is supported by a small fee from patients, Greensboro Community Chest, the city of Greensboro, and county of Guilford. There are a few individual contributions. The fee is \$25.00 per month, payable in advance.

Fifty-four girls were received, 43 dismissed. Thirty-five babies were born, one being still born. Here again, no adequate records were kept.

FAITH COTTAGE, Asheville,

Lucius B. Compton, Superintendent.

Chief of Medical Staff: Dr. P. B. Orr.

Board of Trustees: Lucius B. Compton, Mrs. Lucius B. Compton, Miss Alma Gramann.

Capacity of institution: 18.

Estimated value of plant: \$35,000.

Faith Cottage receives any girl or woman in need of the services of a maternity home. There are no age limits or restrictions. The most destitute cases are given preference. Tests are made and treatment given for venereal disease by the physician in charge twenty-four hours after admission. There is a registered nurse in charge. Inmates are kept six months and everything is done to encourage mothers to nurse their babies for this length of time at least. The inmates help with all the work of the Home. Religious services are held regularly. There

is a small library and one daily paper, and two religious magazines are taken.

Faith Cottage is supported largely by private donations. Each girl is required to pay a medical fee of \$25.00 and those who are able pay \$15.00 per month board.

Fifty-four girls have been received and 41 dismissed. Here again such inadequate records have been kept that no satisfactory report on the movement of population can be given.

Remarks

Much time and effort has been spent by the State Board of Charities and Public Welfare during the past biennium in trying to raise the standard of maternity homes and insure better care for the child born out of wedlock. (The requirements now established are included in this report.) Apparently the medical service in the four maternity homes licensed by the board is good, and there is an effort made to do some constructive work with the girl while she is an inmate of the institution, but further than this, service to the unmarried mother and her child does not go. There is not an adequate system of follow up work which should include plans for helping the mother re-establish herself in society, and be responsible for her child whenever this is advisable.

How big a problem illegitimacy is is shown by the records of the State Board of Health which reports 8,009 illegitimate births during the last biennium. What is becoming of these mothers and their babies? The records of the maternity homes operating under license are so inadequately kept that it is impossible for us to give any definite information in regard to the comparatively few cases cared for by them. What are some of the causes of illegitimacy? From what kind of homes and communities are these unmarried mothers coming? Is illegitimacy increasing? These are some of the things we should be making an effort to know.

Of great importance is the future of the child of unmarried parents. What has become of these 8,000 or more children, and what is the State doing to insure them adequate protection and care? The number reported is more than the total population of all the orphanages and the North Carolina Children's Home Society combined. In so far as we are able to learn comparatively little effort is made by any agency to establish paternity of the 8,000 fathers of these children and have the father assume some responsibility for them. Legislation for this purpose is totally inadequate. At the present time \$200.00 is the maximum amount that may be legally required of the father when paternity is established. This hardly takes care of the mother during her con-

finement or incarceration in a maternity home. Little in the way of permanent care or responsibility, either moral or financial, may be legally required. The jurisdiction for bastardy cases, as they are termed, is in the magistrate's court. This court cannot impose a fine to exceed \$200.00. Jurisdiction should be removed to the Superior Court, and a more adequate statute provided.

The unmarried mother presents a tragic figure. The bonds of matrimony do not make mother love any deeper than that which the unmarried mother has for her child, any more than the physical act of bringing a child into the world makes real parents. Some of the most devoted mothers never wear a wedding ring, and others, protected by all the bonds of ring and Book, are devoid of all maternal instinct.

Everything possible should be done to help the unmarried mother who is physically and mentally fit to keep her child. It is her best protection against a second offense and the child has a right to be considered. To the credit of the unmarried mother be it said that she is usually willing and ready to care for her child—it's the family and the community who make this impossible.

When the State Board of Charities and Public Welfare has a more adequate staff it plans to keep in close touch with the maternity homes in order to help them work out plans for the disposition of mothers and children cared for by them, and to see that none of the children are given over to exploitation and neglect.

LICENSE REFUSED MATERNITY HOMES

American Rescue Workers, Charlotte.
Restview Home, Winston-Salem.

Requirements Governing the License and Conduct of Maternity Homes in North Carolina

In order to be assured that maternity homes in North Carolina conform to a standard satisfactory to the State Board of Charities and Public Welfare, the following requirements must be complied with before a license is granted:

1. That an advisory committee consisting of five local citizens be appointed to keep in touch with the financial and social conditions of the home.

(The work of the committee is of a two-fold nature—first to supervise the expenditures of funds and general oversight of the finances of the home; second, to pass on all cases seeking admission and also those leaving the home. No girl shall be allowed to leave the home

until a thorough investigation of the home of the girl has been made and presented to the committee who shall have the final word in the discharge of the girl. In the event she does not have a home to go to the committee shall find a suitable place for her which shall be approved by the Superintendent of Public Welfare in that county.)

2. That the premises of the home shall be kept in a sanitary and hygienic condition.

3. That the medical staff of the home include one registered nurse and one licensed physician.

4. That the delivery room of the hospital shall be adequately equipped.

5. That every person entering the hospital as a patient shall be given a thorough physical examination, with Wassermann test, within twenty-four hours after entrance.

6. That no greater number of women shall be kept at one time than is authorized by license.

7. That the home shall keep adequate records in the forms prescribed by the State Board of Charities and Public Welfare. The information shall be completely and adequately kept, and shall be truly recorded therein upon the entrance of the patient or within a reasonable time thereafter.

8. That the home shall not engage in the business of child-placing. (Any child born in the home who is illegitimate and whose father is unknown and whose mother shall be unable to care for it shall be turned over to the Juvenile Court.)

9. That the application for license shall be approved by the local board of charities and public welfare.

10. That the child and mother must not be separated under six months, except under such conditions as the law provided.

SALVATION ARMY EMERGENCY HOME FOR WOMEN AND CHILDREN,
Charlotte,

Mrs. Arthur Hopkins, Superintendent.

Licensed September, 1925.

Resident Matron: Mrs. Kate Frye.

Advisory Board: John W. Fox, F. D. Alexander, Herman Cross, H. M. McAden, J. M. Harry, Fred Anderson, Mrs. Munn, W. H. Wood, W. G. Jarrell, T. Cam. Allen, Dr. Oren Moore, Thomas Griffith, Chas. K. Hecht, Claude A. Cochran, D. E. Myers, Felix Hayman, C. C. Kuester, George Stratton, Paul R. Yountz, Dr. Lindsay, Mrs. Oren Moore, Major Arthur Hopkins.

The Salvation Army Emergency Home for Women and Children is largely supported by volunteer contribution. It is conveniently located and at the time of inspection was clean and simple, but adequately furnished. It maintains ten beds for adults and three for children. The Home serves a useful purpose in offering temporary care for stranded or incapacitated women and children, and coöperates with other social agencies in its capacity of Emergency Home.

One hundred and forty-six persons were helped from the time the Home opened to June 30, 1926.

POOR RELIEF

COUNTY HOMES

The early almshouse or poorhouse, as it has usually been termed, was a direct descendant of the old English Workhouse. Undesirable classes of population, vagrants, and other misfits of society, were dumped into them. In the first annual report, 1870, of the Board of Public Charities of North Carolina it was written of the county almshouse:

"These are the receptacles of the infirm, aged and diseased who are destitute or cast off by unnatural, or equally poor kindred, the orphan, and the child of poverty, for whom beats no heart warm with the kindly emotions. Here is almost equal banishment from the presence of human love and care as in the case of prisons. The respectable aged and infirm pauper is shut up with the worn out strumpet, whose very presence is pollution, and no care is had, in many cases for the innocence of childhood."

Succeeding reports of the State Board show that the march of progress in respect to county homes has been painfully slow until 1919. Conditions strikingly similar to those narrated in the report of 1870 exist in some of the county homes today.

"*Poor Relief in North Carolina*," a bulletin prepared by Mr. Roy M. Brown, former director of the Division of Institutional Supervision, and issued by the State Board of Charities and Public Welfare in 1925, is the result of an exhaustive survey of the situation in the State. The bulletin is available to all who care to go into the subject.

BUILDINGS AND INMATES

"Until quite recently the most common type of county home was a group of two-room cottages. A number of these remain. Usually these cottages are of wood—small frame buildings, often with a chimney in the middle, providing an open fireplace in each of the two rooms. Occasionally the cottages are of brick. More rarely we find a county

home, coming down from a still earlier period with log cottages. The tendency, as has been suggested, is away from the two-room cottage type of institution. The newer home consists of a single building, or a group of connected buildings, usually of brick. In the latest of these, the quarters of the inmates are one-story."—(From *Poor Relief Bulletin*, page 10.)

Since 1919, twenty-seven counties: Alamance, Burke, Caldwell, Caswell, Chatham, Cherokee, Clay, Durham, Guilford, Halifax, Jackson, Johnston, Nash, Northampton, Onslow, Person, Polk, Randolph, Robeson, Rowan, Rutherford, Sampson, Stanly, Vance, Watauga, Wayne, and Wilson, have built new county homes. Only two of these, Caswell and Sampson, have been built during the last two years, while three others were completed in the latter part of 1924. In April, 1926, plans were approved for a new county home in Martin County. The building is now under construction. Plans have also been approved for the Franklin County Home. Other counties are considering building. An estimate based upon the most recent reports show that there are 1,800 inmates in the county homes of the State. Seven counties do not maintain county homes and one other county has recently abandoned its home, boarding the four inmates in an adjoining county. A few other counties have followed this plan. Information gathered for the bulletin showed that twenty-nine county homes had an average daily number of inmates of less than ten. More recent reports show that eighteen county homes out of sixty-four reporting, had an average daily number of inmates of less than ten. Among the inmates of the county homes are still found a large number of the feeble-minded and insane, those in need of hospital treatment and in some cases children under sixteen are still placed in county homes.

Many counties could care for their county home inmates much better and at much less expense by maintaining county homes in cooperation with one or more other counties. In 1923 the General Assembly of North Carolina passed a bill entitled "An Act to Enable Any Two or More Counties to Establish a District Hospital Home in Lieu of Separate County Homes." Although this was a public law it was in some way placed among the public local laws, chapter 611, and was for this reason not included in Volume III of Consolidated Statutes. It has been lost to the public in this way and should be re-enacted.

SUPERVISION

Most of the counties of the State have not secured the better qualified persons for county home superintendents, because the salaries paid are

too low to attract the type of persons needed. Thirty-one counties out of sixty-four pay their superintendents in actual money less than one hundred dollars per month. One county pays two hundred dollars per month for the services of the superintendent and his wife. Ten counties pay less than six hundred dollars per year.

Section 5017 of Consolidated Statutes provides that the county superintendent of public welfare shall have, under control of the county commissioners, the care and supervision of the poor and the administration of the poor fund. Few counties have seen fit to entrust this phase of the work to the superintendents, but where they have the results have been gratifying in financial as well as in other ways.

HOSPITALIZATION OF COUNTY HOMES

In 1921 Vance County maintained as a county home "some old wooden buildings situated on a farm a few miles from the county seat." Today the county has a modernly constructed brick building, known as the Vance County Hospital. The building was carefully planned to house about twenty-five inmates and when completed had cost the county only \$30,000.

The regular population of the home has been reduced from twenty-five to seven. This has been accomplished by placing many of the applicants for admission to the county home in the home of some relative or neighbor and paying small sums for support. This is a sort of outdoor poor relief which may prove successful under proper supervision. It is usually cheaper and the individuals concerned are in many cases much happier. As Mrs. W. B. Waddill, Superintendent of Public Welfare for Vance County, has said, "many paupers are the derelicts, the incapable, or the incapacitated, and very little can be done for them except to make them comfortable and happy, for this class of society possesses practically no constructive possibility."

It is through the use of this plan that half of the county home has been converted into a hospital with a well equipped operating room. A trained nurse is superintendent of the hospital-home.

A number of county homes have provided hospital wards in the county home, no others have so satisfactorily adopted the home to the needs of the county.

OUTDOOR POOR RELIEF

Out of seventy-five counties reporting on outdoor relief, sixty-three report a total of \$149,480 paid to an average of 2,500 persons per month in 1924, the majority of them receiving less than five dollars

per month. The dangers of unsupervised poor lists are apparent, and since outdoor poor relief was discussed in the last biennial report and in the *Poor Relief Bulletin* already mentioned, there will be no further discussion of the subject here.

PENAL INSTITUTIONS

More is being written and said about crime and prisons today probably than ever before. Newspapers and magazines are full of the subject, but the facts available at the present time are merely indications of the enormous problem confronting us. An estimate based upon the irregular monthly and special reports received by the State Board of Charities and Public Welfare shows that no less than 6,500 people each month are confined in the 100 county jails, the 68 county prison camps of 47 counties, the central prison at Raleigh, 2 State Prison farms and 10 State Prison camps.

INSPECTIONS OF PENAL INSTITUTIONS

During the two-year period ending June 30th, 1926, inspections number 248 for city and county jails, and 242 for State and county prison camps. Since his appointment on July 1st, 1925, Mr. L. G. Whitley, a special penal inspector for the State Board of Health and the State Board of Charities and Public Welfare, has made 218 inspections of city and county jails and 228 inspections of prison camps. He has traveled over 17,000 miles in this work and has visited every county in the State except two. He has enlisted hearty coöperation in many instances, and his reports indicate that conditions, and especially health conditions, have improved to a marked degree. They also show that there is still room for vast improvement.

When the joint arrangement was first made between the two boards, the plan was to use score cards. Score cards soon proved unsatisfactory and after most of the prison camps and fifty per cent of the jails had been scored, the system was abandoned. Since that time the inspector has been making detailed reports and recommendations. Although Mr. Whitley has spent much time in doing follow-up work the necessity for an assistant penal inspector is very apparent.

On June 14th, 1926, the North Carolina State Board of Health adopted rules and regulations as provided under authority of section 7713, Consolidated Statutes and chapter 163, Public Laws of 1925, governing the sanitary and hygienic management of convict prison camps

and county jails. A copy of these regulations has been mailed to the prison officials and sheriffs throughout the hundred counties of the State. Inspector L. G. Whitley makes the inspections in the following order:

1st. Inspect the prison or jail in company with the sheriff or officer in charge and point out any violation of the regulations.

2d. Make recommendations for improvement.

3d. On second visit to the institution if none of the recommendations which were formerly made have been carried out the "Disapproval Card" is posted and notice of posting it is served on the officials, calling attention to the violation of the State law. If the recommendations have been complied with the "Approval Card" is posted.

Many cases of insanitary and unhealthy conditions and numerous improvements have been reported by Mr. Whitley. A few of which will be given.

At one county prison camp it was found that the drinking water for the prisoners was taken from a spring at the head of a ditch which received the drainage directly from a hill on which the camp and the stables were located. The source of water supply is now a driven well equipped with a pump.

In another county, a dilapidated wooden building, in which the prisoners have been locked at night, with no one on guard, is being replaced by a fire proof building which will serve as a combination jail and prison camp. The old building caught fire three times.

A prisoner in another county wrote that he had been in jail for over a month and had not had a bath. "This place," he wrote, "ain't fit fer a dog to be in." It was found that the jail had no provisions whatever for a bath. Arrangements were made for running water.

In still another jail, a number of prisoners had been sleeping on the concrete floor. Since the first report decent double decker beds have been installed.

A number of prison camps could be mentioned where the races are not properly separated, where there are no provisions for keeping out flies and mosquitoes, where bathing facilities are inadequate, where the water is polluted on account of poor drainage and where the facilities for sewage disposal are dangerous.

Many jails could be mentioned where the races and sexes have not been properly separated, where there are poor toilet and bathing facilities, where the jails are not provided with five separate compartments as required by law, where the iron work has been corroded by rust because paint has not been used, where several prisoners are crowded

into a single cell to sleep and where prisoners suffering from infectious diseases mingle freely with the other prisoners.

JAILS

County Jails

Of all our penal institutions the jail is probably the most important. It is the jail to which the offender is first committed and it is here that a most serious and thorough consideration of the individual's physical and mental condition, his social and religious background, as well as the immediate circumstances leading to his crime, should be started. Few indeed are those who have more than an impersonal interest in the prisoner.

If a more genuine interest could be aroused people would see the utter hopelessness and futility, the misery and demoralization which characterize our feeble efforts in dealing with prisoners.

Jails far outnumber all other penal institutions. The Census Bureau reports that there are more than 3,000 jails in the United States, of which about one-fifth are municipal jails and lock-ups. The rest are county jails. Every county in North Carolina has a county jail of some description. Some are old and dilapidated and almost unfit for use, while others are well equipped, modern structures.

In a number of counties where it has been necessary to build both a new court house and a jail, the jail has been located on the top floor of the court house. For many obvious reasons this appears to be the best plan.

During the past two years twenty-three new jails have been occupied and forty-one counties have made material improvements. Five county jails under construction had not been completed at the end of the biennium. Other counties are considering building.

REPORTS

Out of a possible 2,400 monthly jail reports for the past biennium we have received 1,387. Only fourteen counties reported for every month during the twenty-four months, and twelve counties failed to send in a single report. Out of a possible 1,800 reports for the last eighteen months, 1,136 have been received.

An average monthly jail population for the counties reporting varies from less than one per month in Camden County to 156 in Buncombe County.

The following table shows that the number of counties reporting varies from 33 in November, 1924, to 72 in February and March, 1926,

with an average of 58 per month for the whole period. The number of prisoners reported each month does not mean that this number was committed to the jails during the month. Some prisoners are held from month to month. The table only serves to show what the total jail population by months was during the period for the counties reporting. The average county jail population per month for the counties reporting is also shown and working from these averages the average county jail population for the whole State for the twenty-four months is estimated to be 3,038.

Month	Number Counties Reporting	Number Prisoners Reporting	Average Jail Population Per County	Estimated Number Prisoners for the 100 Counties
1924				
July.....	44	1102	25.04	2504
August.....	43	1182	27.48	2748
September.....	45	1009	22.42	2242
October.....	44	1036	23.54	2354
November.....	33	769	23.30	2330
December.....	42	1056	25.14	2514
1925				
January.....	71	1952	27.49	2749
February.....	72	1954	27.13	2713
March.....	72	1863	25.87	2587
April.....	71	2054	28.92	2892
May.....	69	2117	30.68	3068
June.....	65	2129	32.76	3276
July.....	64	2304	36.00	3600
August.....	61	2192	35.93	3593
September.....	57	1910	33.51	3351
October.....	57	1923	33.74	3374
November.....	58	1997	34.43	3443
December.....	62	2315	37.33	3733
1926				
January.....	64	2174	33.98	3398
February.....	61	1907	31.26	3126
March.....	62	1898	30.61	3061
April.....	59	1967	33.34	3334
May.....	56	1945	34.73	3473
June.....	55	1908	34.69	3469
Totals.....	1387	42,663*	729.32	72,932*
Average per Month.....	57.87	1,778	30.38	3,038

*This is simply the sum total of prisoners reported by months. This should not be interpreted to mean the total number of commitments.

ECONOMIC WASTE

A census of county jails on April 10th, 1926, showed a jail population of 766 persons. Of this number 391 were awaiting trial, 9 were witnesses and 366 were serving sentence and 280 of the 366 serving sentence were men. This report included 76 of the 100 county jails,

so there were probably 1,000 persons in the county jails on that date. Think of the great economic waste as well as the deteriorating influence of this condition. Prisoners in North Carolina are mostly used for working the roads. Free labor for this purpose is paid a minimum of \$2.00 per day. At this rate the counties of the State were losing at least \$700 per day on the 280 men. In addition to this it was costing the counties of the State more than \$200 per day to feed the men serving sentences. Such a situation should not exist and where these prisoners are physically unable to do heavy work, some lighter form of occupation should be provided. No prisoners should serve sentences in the county jails. The Federal Government should also make other provision for short term prisoners. No jail, regardless of its condition, is suitable for anything other than a place of detention. There is also a great need for State provision and supervision of women prisoners.

FEEDING PRISONERS IN COUNTY JAILS

The census taken on April 10th showed that it cost the 76 counties \$513.75 to feed the 756 prisoners confined on that day. Using this as a basis it is estimated that the counties of the State pay about \$700 per day for feeding the prisoners.

The system for feeding prisoners in North Carolina is most unsatisfactory. Section 3919 of Consolidated Statutes provides that jailers shall receive for feeding prisoners not more than fifty cents per day unless the county commissioners deem it expedient to increase this rate and then the increase shall not exceed fifty per cent on the above sum. The system lacks uniformity. Nine different rates are paid by the counties of the State, ranging from fifty cents per day in some counties to one dollar and twenty-five cents in another.

The Federal Government is just as delinquent as the counties in this respect. No standard rate is paid, although section 1349 of Consolidated Statutes provides that the United States shall pay the same rates for Federal prisoners as paid by the counties of the State. There are at least nine different rates paid by the United States to the counties, varying from forty-five cents per day to one dollar a day and several counties are losing money in caring for Federal prisoners. The rate should be uniform.

The following table shows by counties the rates paid in seventy-two counties by the counties, the rates paid by the United States and the number of meals per day. Where only two meals are served per day the prisoners may be provided for just as well or better than if they

were given three heavy meals per day. Prisoners not at work should have a well balanced diet but overfeeding should be avoided. Scanty feeding is, of course, just as serious.

County	Rates paid for Food		Number Meals per Day
	Counties	U. S.	
Alamance.....	\$.60	\$.45	2
Alexander.....	.50	.50	3
Beaufort.....	.50	.50	2
Bertie.....	1.00		2
Bladen.....	.70	.70	2
Brunswick.....	.75		2
Buncombe.....	.65	.65	3
Burke.....	.50	.60	3
Caldwell.....	.60	.75	3
Carteret.....	.75	.75	3
Caswell.....	.60	.45	3
Catawba.....	.65	.60	3
Cherokee.....	.65	.60	3
Clay.....	.80	.60	3
Cleveland.....	.70	.60	3
Columbus.....	.75		2
Currituck.....	1.00		2
Dare.....	1.00		3
Davidson.....	.75	.60	3
Davie.....	.75	.75	3
Duplin.....	1.00	1.00	2
Durham.....	.65	.75	-
Forsyth.....	.75	.55	2
Franklin.....	.50		2
Gaston.....	.75	.60	3
Gates.....	1.25		2
Greene.....	.75		3
Guilford.....	.50	.75	2
Harnet.....	.65		2
Haywood.....	.75	.75	3
Hoke.....	.75		3
Iredell.....	.60	.75	3
Jackso.....	.75	.75	3
Johnston.....	.75	.75	2
Line In.....	.60	.45	3
Macon.....	.75	.60	3
Madison.....	.75	.50	3
Martin.....	.65		2
McDowell.....	.90	.60	3
Montgomery.....	.75	.50	3
Nash.....	.75	.75	2
New Hanover.....	.75	1.00	2
Onslow.....	.50		3
Orange.....	.50	.45	2
Pamlico.....	.60		3
Pasquotank.....	.60	.75	2
Pender.....	.75		-
Person.....	.60		3
Pitt.....	.50	.75	3
Polk.....	.75	.65	3
Randolph.....	.75	.75	3
Richmond.....	.75		2

County	Rates paid for Food		Number Meals per Day
	Counties	U. S.	
Robeson.....	.50	-----	2
Rockingham.....	.50	.50	2
Rowan.....	.60	.60	2
Rutherford.....	.60	.60	3
Samrson.....	.50	-----	2
Scotland.....	.50	-----	2
Stanly.....	.80	.60	3
Stokes.....	.50	.45	2
Surry.....	.75	-----	3
Swain.....	.75	-----	3
Transylvania.....	.75	.60	3
Tyrrell.....	1.00	1.00	3
Union.....	.60	-----	-
Vance.....	-----	.75	2
Wake.....	.75	.75	2
Watauga.....	.75	.60	3
Wilkes.....	.60	.60	3
Wilson.....	.75	-----	2
Yadkin.....	.50	.67½	3
Yancey.....	.75	-----	3

The fee system which is still in vogue in some counties is unsatisfactory; the prisoners are apt to be neglected, it is dangerous and is apt to lead to discrepancies. The only satisfactory policy is to pay the jailer an adequate salary to care for the prisoners and the jail and to have all bills for food and supplies sent to the county commissioners.

SOME FACTS REGARDING JAIL PRISONERS

A statistical analysis of the sheriffs' monthly jail reports made by Mrs. Aileen Gramling MacGill at the State University and based upon reports received by the State Board of Charities and Public Welfare from twenty-one counties for the year 1924 has revealed some interesting and valuable facts.

The following tables show the sex and race, and the number of commitments to the county jails by months during the year 1924 for the twenty-one counties and the commitments by counties for all months.

JAIL COMMITMENTS BY MONTHS

Month	SEX		RACE		Indian	Total
	Male	Female	White	Negro		
January.....	353	55	209	199	-----	408
February.....	296	35	170	161	-----	331
March.....	336	59	196	199	-----	395
April.....	300	52	176	176	-----	352
May.....	394	56	241	208	1	450
June.....	347	46	190	203	-----	393
July.....	399	68	218	248	-----	467
August.....	421	80	218	283	-----	501
September.....	355	55	207	203	-----	410
October.....	357	53	177	196	-----	410
November.....	266	39	150	153	-----	305
December.....	377	69	192	254	-----	446
Total.....	4201	667	2344	2483	1	4868

COMMITMENTS FOR THE TWELVE MONTHS BY COUNTIES

County	SEX		RACE		Indian	Total
	Male	Female	White	Negro		
Alamance.....	199	26	106	119	-----	225
Alexander.....	33	4	30	7	-----	37
Ashe.....	40	6	46	-----	-----	46
Avery.....	21	1	21	1	-----	22
Bladen.....	75	1	34	42	-----	76
Chatham.....	121	11	32	100	-----	132
Chowan (1).....	153	11	17	146	-----	164
Cleveland.....	182	27	133	76	-----	209
Davidson (2).....	363	38	225	142	-----	401
Davie (3).....	25	-----	17	6	-----	25
Forsyth (5).....	1056	243	415	883	-----	1299
Gaston.....	197	60	173	84	-----	257
Guilford.....	944	178	644	477	1	1122
Hertford.....	49	3	11	41	-----	52
Jones.....	24	-----	3	21	-----	24
Lee.....	53	3	7	49	-----	56
Martin.....	83	-----	18	65	-----	83
Rockingham.....	225	30	157	98	-----	255
Transylvania (4).....	220	12	178	52	-----	332
Tyrrell.....	15	-----	6	9	-----	15
Vance.....	123	13	71	65	-----	136
Total.....	4202	666	2344	2483	1	4868

(1) Race of 1 not given. (2) Race of 2 not given. (3) Race of 34 not given. (5) Race of 1 not given.
 (4) Race of 2 not given.

OFFENSES

This analysis also shows that of the 4,868 prisoners committed to the jails in these twenty-one counties during the months reported, 87 were charged with homicide, 48 rape, 459 assault, 26 burglary, 7 arson, 720 larceny and robbery, 67 embezzlement and forgery, 12 seduction, 18

bigamy, 276 fornication, adultery and prostitution, 3 perjury, 3 bribery, 106 carrying concealed weapons, 80 operating cars while intoxicated, 119 gambling, 1,106 violations of prohibition laws, 436 drunkenness, 149 vagrancy, 87 insane and 1,059 included all other charges.

AGES

The median age of these prisoners was found to be 25.9 years. Twenty-four per cent of all prisoners, or 1,090 of this number, were under twenty-one years of age.

STATUS

The status of the 4,868 prisoners committed to the twenty-one jails was:

Awaiting trial 67.46 per cent.

Serving sentence 29.43 per cent.

Witness 1.64 per cent.

All others 1.47 per cent.

City Jails

An estimate based upon a survey made in January, 1926, places the number of city jails and lockups in North Carolina at more than 200. No records are kept which show the number of persons committed or the length of time they spent in these jails and lockups. It is generally understood that these commitments are rarely for more than a day or two and for this reason poor provision is usually made. Inspections show that crowded and insanitary conditions prevail in a large number of them. A number of improvements have been reported during the last year.

Prison Camps

During the last biennium Franklin, Madison, Stanly, and Hertford counties have abolished their prison camps. At present 46 counties and one road district maintain 68 prison camps or chain gangs. The total population for these camps varies from about 2,200 to 2,400 per month.

While the supervision in many of these county camps is very poor there are several supervisors who stand out distinctly because of their ability to manage prisoners with some degree of success.

The supervision and management in the ten State Prison camps and the two State Prison farms is of a much higher character than that of the county prison camps.

The majority of the prison camps or chaingangs of the State may be classified as temporary or movable camps. In these camps cages on

wheels are used and they move from one location to another as the roads of the counties are worked. It is exceedingly difficult, too, for a camp of this type to be managed in a sanitary and satisfactory manner. The permanent prison camps are maintained by Buncombe, New Hanover, Durham, Edgecombe, Rockingham, Alamance, Wilson, Union, Henderson, Vance, Lenoir, Craven, and Guilford counties and the Rocky Mount Road District. Permanent quarters are now under construction in Bertie County.

Several counties have not yet complied with section 1361 of Consolidated Statutes which provides that the "county authorities have power to enact all needful rules and regulations for the successful working of convicts upon the public roads." Without these rules and regulations the infliction of punishment of any kind is regarded as illegal and makes the superintendent administering punishment liable to indictment. When called upon by county officials, the following rules and regulations have been suggested by the State Board:

1. All prisoners shall be under the direct supervision and control of a superintendent appointed by the Board of Commissioners of the county.

2. The superintendent appointed by the board shall have the power to appoint and discharge all overseers and guards and shall make rules and regulations for their conduct.

3. All prisoners are expected to do ten hours of honest labor per day.

4. Prisoners must be respectful to officers in charge. Fighting and cursing among prisoners is forbidden.

5. No guard shall strike a prisoner except in self defense.

6. No officer or guard shall use abusive or insulting language in addressing a prisoner.

7. The overseers shall see that the work assigned to each prisoner is properly performed. Guards shall only be responsible for the safe keeping of prisoners.

8. The overseers shall report daily to the superintendent all breaches of discipline on the part of any prisoner or the failure to properly perform work assigned to him.

9. The overseers shall report to the superintendent each day any case of sickness or complaint of sickness and it shall be the duty of the superintendent at once to verify the report and to call the county physician or some other reputable physician in case of emergency to attend upon and prescribe for the treatment of all sick prisoners.

10. A record shall be kept at the camp showing the name of prisoner, date of admission, length of sentence, loss of time on account of sickness, penalties and punishments, date and manner of release.

A record of all physical examinations shall be kept in the office of the health officer, county physician or other physician in charge of the health work in the camp.

11. All prisoners sent to the prison camp shall as soon as practicable be classified by the superintendent into three classes—A, B, C.

Class A should be composed of honor men who can be trusted to obey the rules and work diligently without the presence of armed guards. They shall not wear stripes or chains while at work and shall not be chained at night.

Class B should be composed of men who have not yet shown themselves wholly entitled to work in Class A, but are competent to work and are reasonably obedient. They must be worked under guards, but shall not wear chains while at work, and may or may not be chained at night, at the discretion of the superintendent.

Class C should be composed of those men who cannot be trusted at all and who continually refuse to live in accordance with the rules and regulations of the camp. They shall wear stripes and may be shackled at work, provided the shackles do not bind on the legs and are of a type which may be removed at night. (The law does not permit stripes to be put upon misdemeanants for any cause.)

A prisoner may be promoted to the next higher class at the expiration of thirty days, provided he has performed satisfactorily the duties assigned and has shown good behavior.

12. The men of Class A shall be entitled to a deduction from their sentences of five days for each month to be served.

The men of Class B shall be entitled to a deduction from their sentences of five days for each month served. C. S., 1360.

The men of Class C may or may not be given a deduction of five days from each month served, subject to the provisions of rule 13.

13. For breaches of discipline or failure to perform satisfactorily work assigned, offenders shall be disciplined by the superintendent in the following manner:

(1) Reprimand.

(2) Reduced to the next lower class.

(3) Prisoners of Class C who continue to be insubordinate, shall lose all of the "good time" which has accumulated to their credit.

(4) Solitary confinement under the supervision of the physician. (Applies only to Class C. This does not mean confinement in an unventilated dark room on restricted diet.)

(5) Corporal punishment should, if used at all, be administered only in extreme cases when all other efforts have failed, and then only by the superintendent in accordance with the law and specific rules adopted by the county commissioners or the road commission as the case may be. (The State Board does not recommend this form of discipline. There are some Superior Court judges who hold that flogging under any circumstances is illegal.)

14. Prisoners are always entitled to a hearing on the charges brought against them before being disciplined.

15. The different methods of discipline shall be administered to a prisoner only in the order given above.

16. No prisoner in Class C shall be recommended for pardon or parole.

17. These rules and regulations shall be read and explained to all prisoners in the camp and to every new prisoner admitted. Each prisoner should be given a copy of the rules and a copy shall be posted where they may be conveniently read by both officials and prisoners.

Suggestions of this nature, and the improvements brought about by inspections of county prison camps are only temporary measures. The great need is for the establishment of a State system with ample provision to care for all sentenced prisoners.

Under the direction of the Institute for Research in Social Science of the University, Dr. J. F. Steiner and Mr. Roy M. Brown, in co-operation with the State Board of Charities and Public Welfare, a study of 1,500 prisoners on county road gangs in North Carolina has recently been made. In addition to securing information regarding age, occupation, marital status, residence, church membership, offense, and length of sentence, each prisoner was given an educational test. "For this purpose, the *Detroit Word Recognition Test* and the *Thorndike Test of Word Knowledge* were used."

Some of the results have been reported by Dr. Steiner and Mr. Brown: "The following county prison camps were visited and studied: Alamance, Anson, Buncombe, Chatham, Davidson, Durham, Edgecombe, Forsyth, Guilford, Johnston, Lenoir, Mecklenburg, New Hanover, Orange, Pitt, Robeson, Vance, Wake, Wilson, and the Rocky Mount Road District. Included in these camps also were some prisoners sentenced from the courts of Alleghany, Ashe, Catawba, Cherokee, Graham, Haywood, Jackson, Lincoln, Madison, Pender, Person, Surry, Swain, and Wilkes.

"Age of Prisoners. The prisoners range in age from 14 to 70 years. Two hundred eighty-six or 19 per cent of the total number are under 21 years old. This group includes 20 per cent of the white prisoners and 18 per cent of the Negroes. Six of these boys—five Negroes and one white boy are under 16. Second group comprising 15 per cent of the whites and 16 per cent of the Negroes are 21 to 22 years old. And a third group including 25 per cent of each race are between the ages of 24 and 27.

"Occupation. Of the 469 white men, 143 or 31 per cent classified themselves as belonging to some skilled trade; 123 or 26 per cent are farmers; 57 or 12 per cent, textile workers; 20 or about 4 per cent, workers in other factories, largely furniture; 69 or 15 per cent, unskilled laborers; and the remaining 57 scattered among a large number of occupations. Of the 1,052 Negroes, 496 or 47 per cent are unskilled laborers; 230 or 22 per cent farmers; 85 or 8 per cent factory workers, mostly in tobacco factories; 117 or 11 per cent, skilled or semi-skilled trades—mechanics, plasterers, etc.; 75 or about 7 per cent, domestic service; and the remaining 49 in various occupations. It is probable that the number in skilled trades of both races is too large. The prisoner classifying himself, doubtless gave himself the best rating pos-

sible. Having, in many cases, worked at many jobs, he probably chose to have recorded as his vocation the one that in his opinion gave him the highest social standing. In this respect, however, these figures do not differ from those recorded in the United States census.

"Marital Status. Forty-seven per cent of the total are single. By races this number includes 44 per cent of the whites and 49 per cent of the Negroes. Eleven per cent—12 per cent of the whites and 10 per cent of the Negroes are separated or divorced. Three per cent of the total are widowed.

"Residence. Under this head the study attempted to ascertain two things: whether the prisoner lives in a city (meaning in this study a city or town of 2,500 inhabitants or more), in a small town, or in the country; and whether he is a floater, having recently come into the State, or moving about frequently within the State. Sixty-two per cent of the total—55 per cent of the white and 65 per cent of the Negro prisoners—live in cities; 9 per cent of each race live in small towns; and 28 per cent of the whole number—35 per cent of the whites and 26 per cent of the Negroes—live in the country. Seventy-four white prisoners, 16 per cent, and 169 Negro prisoners, 15 per cent, are non-residents, or floaters.

"Church Membership. This item, as most of the others, was obtained from the prisoner. An attempt was made to make the information as reliable as possible under these conditions. When the prisoner said that he is a member of the church, he was asked to name not only the denomination, but the individual church to which he belongs. He must give a definite and prompt answer. Thirty-eight per cent of the whole number are members of the church. This includes 27 per cent of the white prisoners and 43 per cent of the Negro prisoners. Forty-five per cent of the whole population of the State, ten years of age and above are church members. The percentage for males alone is somewhat lower.

"Offenses. The offenses for which men are sentenced to the roads in North Carolina range from "failure to pay auto hire" to murder. Larceny is the most common offense for which negroes are sent to the roads. Of the 1,052 included in this study, 328 or 31 per cent, are for this offense. Then follow, violation of prohibition laws—manufacturing, selling, transporting, and possessing liquor—248 cases or 24 per cent of the total; affrays and assaults, 142 cases or 14 per cent of the whole; etc. Among the white prisoners violation of the prohibition laws leads. Of the 469 white prisoners 160 or 43 per cent are serving time for the violation of the prohibition laws. One hundred and

eighteen or 25 per cent were convicted of larceny; 49 or 10 per cent, of affray and assault.

"Sentences. Sentences range from 15 days for being drunk and disorderly to 10 years. The small number of ten year sentences occur only in cases of prisoners charged with two or more offenses or technical offenses. The largest single group—38 per cent—are serving from one to two years. Nine per cent are serving sentences shorter than three months. This group by races includes 7 per cent of the whites and 10 per cent of the Negroes, 6 per cent of the whites and 11 per cent of the Negroes are in for three years or more. One to two years are the most frequent sentences for both races for all the more common offenses.

"Educational Status. Twenty-nine per cent of the whole number—16 per cent of the white prisoners and 34 per cent of the Negro prisoners are totally illiterate. Seventy-four per cent of the whole number are unable to read a newspaper. This includes 52 per cent of the whites and 83 per cent of the Negroes. Twelve prisoners out of the 1,500 have acquired a knowledge of the English language equal to that of a high school student or above, and five equal to that of a college graduate. Three of this educated group are Negroes, one of whom has reached the first year of the high school, and two the second year.

"Of the group of illiterates and near illiterates, who cannot read a newspaper, 268 are boys of 14 to 20 years of age, boys still within the public school age. Forty-five of these are white boys and 223 Negro boys. This is practically one out of every ten white prisoners and one of every five Negro prisoners.

"Among this number are illiterate and literate, feeble-minded and intelligent, psychopathic and normal, hardened criminals and first offenders, incorrigible and obedient, the physically strong and the weak, the young and the old, and all are subject to practically the same regime with little or no facilities for studying and understanding the needs and capacities of each individual prisoner. All are thrown together because they possess in common the taint of crime, and year after year the prisoners return to society their disappointing product.

"Many of our prisoners in the county chain gangs are mere youths in their teens and no thought is being given to the use of vocational training as a means of preparing them for the responsibilities of manhood. In these prison camps are found young men convicted of minor offenses for the first time who must associate with older hardened criminals and are in many cases given no protection against close contact with those suffering from venereal disease. A very considerable proportion of these men are or have been members of Christian

churches and need the ministrations of religion. Some confess with shame that they have fallen away from their earlier vows while the faces of others light up as they give evidence of still clinging to this hope of their moral redemption. And there are many of these camps where religious services are extremely rare and I have yet to find any camps where religious instruction is given in any systematic manner and where personal work with the prisoners is carried on. If we still believe that religion is a powerful force in reclaiming broken lives, we give little evidence of this faith in the administration of our penal system.

"The fact is that the administration of penal institutions is one of our most difficult jobs and requires a higher grade of personnel than is usually attracted to this type of work. It is quite obvious to one familiar with our prisons that the guards who are responsible for keeping discipline come from the same social and economic classes from which the majority of the prisoners are ordinarily drawn. Those in charge of our prison and convict camps frequently owe their positions to political influence and rarely have had either practical or technical training for their jobs. The State faces no harder task than the control of offenders made desperate by deprivation of liberty and should realize that work of this nature requires men of outstanding personality, strength of character, and familiar with the technical aspects of prison administration. Men of real ability will seldom be willing to choose work of this kind as a career with prevailing low rates of pay. The care of prisoners should be put on a professional basis with appointments to position of this kind given only to those possessing good character and technical training and with a schedule of salaries sufficient to attract men of high type. No reform in our prison system is more desperately needed than this, and few steps can be taken in this direction as long as our prisons are looked upon as legitimate spoils of partisan politics.

"Among the other specific needs that arise in connection with our criminal problem, there is only time to make brief mention of several that stand out with special prominence.

"(1) Such changes in legal and judicial procedure as will insure to the violators of the law, punishment sure, swift, and commensurate with the crime committed. This should be the definite responsibility of the State and local bar associations and it demands the intelligent leadership of our best trained legal minds. Disrespect of law growing out of mal-administration of justice encourages the growth of crime.

"(2) Adequate provision for thorough medical and mental examination of prisoners immediately after conviction for the purpose of intelli-

gently determining the best disposition to make of them. This would involve the establishment at the State Prison of a receiving station equipped with a competent medical and mental hygiene staff charged with the duty of examining and classifying the prisoners along lines followed by the best prison systems. To this central receiving station all county prisoners should either be sent for examination or branch receiving stations should be established in different parts of the State. This would involve State control of all prisoners, which is the only feasible method of proving the kind of treatment required by the different types of offenders.

“(3) The establishment of penal institutions designed to meet the needs of the different classes of criminals. For example, provision for those of low mentality not likely to profit by educational and reformatory measures; the older and hardened prisoners incapable of responding to training who require close guarding in order that they may not escape; the young and normal prisoners capable of being benefited by suitable instruction and vocational training; women offenders, including those now at the State Prison as well as those convicted of prostitution who are so frequently ordered by the court to leave town on a suspended sentence.

“(4) State control of county convict camps so that the prisoners after being classified may be assigned to the type of camp best equipped to meet their particular needs. By segregating the incorrigible and dangerous criminals in camps with rock quarries where there is built a strong stockade it will be possible to dispense with the use of chains and guns in guarding prisoners at work on public highways. Through proper classification more honor camps can be established and those capable of doing skilled work can be utilized to better advantage.

“(5) A wider use of probation and parole as a method of dealing with young and hopeful offenders with more adequate provision for the supervision of those released in this manner.

“In general these are some of the principal needs of our penal system, which should be provided for through appropriate legislation as soon as possible. During the past four years a few significant steps have been taken in the improvement of our methods of dealing with crime, but on the whole the legislative program of the Citizens' Committee of One Hundred on Prison Legislation has been practically ignored by the General Assembly. It is hoped that at the legislative session to be held this coming January public sentiment will demand the passage of such laws as are needed to place our State in the vanguard of those that are dealing with the problem of crime.

"But even if we succeed in developing a more ideal system of punishment, we must not expect too spectacular results in dealing with the criminal situation. With the best possible facilities at our command our percentage of failures in the attempt to turn criminals into law abiding citizens will be high. Under our present system of apprehending offenders, those caught in the meshes of the law have usually had a long apprenticeship in the formation of evil habits. Long before the prison authorities get them under their control, their characters may have been warped and bent beyond reasonable hope of restoration to a normal life.

"The only practical way, therefore, to deal adequately with the problem of crime is by concentration on crime prevention. It is in the period of childhood and early youth that the first steps are taken in the direction of a criminal career. A large proportion of criminals come from broken homes or from homes where moral training is neglected. The State through its educational system, its juvenile court, and agencies interested in child welfare must see to it that disadvantaged and neglected children are given a fair opportunity for normal development. Our failure to enforce the school attendance law, our indifference about the problem of woman and child labor, our widespread lack of supervised play and recreation, the neglect or inability of parents to give proper training to their children, are among the factors that are responsible for the growth of crime. All these are factors that can be controlled in large measure if we are willing to set about it in a thorough-going manner. Possibly we will learn some day that it is more economical and advantageous to spend freely in wise provision for our children than to maintain expensive institutions to pick up the wreckage of mis-spent childhood."

A small volume on county prison camps will be issued by the University Press within the next few months.

If there is need for more individual attention to the prisoners themselves, there is even a greater need for work among their families. During this biennial period thirty-three cases of prisoners' families have come to the attention of the State Board. Eighteen of the Mothers' Aid cases are prisoners' families* and numerous cases in connection with parole work and other work of which we have no record have been handled by the superintendents of public welfare.

*See Mothers' Aid under Division of Child Welfare.

The State's Prison, Raleigh

BOARD OF DIRECTORS

JAMES A. LEAK, *Chairman*, Wadesboro

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Number of Prisoners in Central Prison, farms and camps.....1,490

DIVISION OF CHILD WELFARE

Types of Cases Handled Between July, 1924, and July, 1926

Mother's Aid (264 mothers, 984 children).....	1,248
Feeble-Minded (exclusive of cases referred direct to the Division of Mental Hygiene)	115
Crippled (white and Negro).....	772
Insane	6
Neglected and dependent children.....	460
*Juvenile delinquents (exclusive of Juvenile Court records from the counties)	184
Adult delinquents (33 prisoners).....	95
Impostors, solicitors, transients.....	9
Poor Relief (other than Mothers' Aid and dependent children)....	37
Miscellaneous (V. D., employment, etc.).....	41
†Negro cases (not including crippled).....	89
<hr/>	
Total	3,056
CASES CLOSED DURING BIENNIAL PERIOD.....	1,038
<hr/>	
On hand at beginning of Biennial Period (1926-1928).....	2,028

Making social and economic conditions better for the children of this generation is the greatest task imposed on North Carolina at the present time. Upon the Division of Child Welfare of the State Board of Public Welfare rests the responsibility of letting the public know what conditions are in relation to dependent, neglected and defective children, and of suggesting methods of improving them locally, then eventually on a state-wide basis.

The Division of Child Welfare functions now largely as a pathfinder. It should be a clearing house for all agencies and organizations dealing with children. There is sufficient personnel to do only a small part of the work that is already apparent and waiting to be done. The time is upon us to realize that children are more valuable than the places that house them. To economize a bit on brick and mortar as building material for institutions and to finance workers to go out in the counties and show the people of the counties their own latent possibilities is a better use of tax money.

At present the Division of Child Welfare is composed of a director, who is administrator and field agent—and a whole time secretary. A minimum staff would be a director, a field agent for Mothers' Aid work, one for child placing and another for juvenile court work. In

*See full report of Division of County Organization.

†See report of Division of Work Among Negroes.

the next few years the supervision of children's institutions should come over to this division under its own agent. First, because it is an anomaly to list children's institutions with institutions for paupers and criminals; and second, because the Division of Child Welfare has supervision of the individual case work of the State Board of Charities and Public Welfare which includes work with the children in institutions. The work of the Child Welfare Commission is already legally connected with the Division of Child Welfare as the Commissioner of Public Welfare is Chairman of the Child Welfare Commission and the superintendents of public welfare are the local executive officers. A closer tie-up is needed though with the executive secretary of the Commission and the director of the Division of Child Welfare particularly as regards the health, educational, and home conditions of the children.

Following is a list of the counties visited during the biennial period. The director visited:

Cherokee, Clay, Graham, Macon, Haywood, Polk, Madison, Buncombe, McDowell, Rutherfordton, Stanly, Cleveland, Catawba, Lincoln, Gaston, Iredell, Mecklenburg, Rowan, Cabarrus, Union, Forsyth, Anson, Davidson, Guilford, Randolph, Richmond, Chatham, Moore, Harnett, Columbus, Bladen, Brunswick, New Hanover, Person, Orange, Durham, Vance, Johnston, Wayne, Wilson, Halifax, Northampton, Craven, Lenoir, Green, Pitt, and Nash.

The secretary visited: Dare 2, Pasquotank 2, Surry, Wake, Rockingham, Pender, Duplin, Chowan, Madison, Franklin, Scotland, and Robeson.

The type of work has not materially changed since the last biennial report. It has enlarged and certain needs merely mentioned two years ago are imperative now if North Carolina's social progress is to keep pace with her material progress. These needs will be taken up in detail under heads mentioned in the preceding paragraph.

MOTHERS' AID

In April a handbook of Mothers' Aid was published. This contains the law, amendments, rulings, etc., instructions for superintendents of welfare and general information in regard to the status of the work.

A questionnaire on Mothers' Aid was published and reprinted.

At the close of the biennial period, 1924, there were 206 active cases in which there were 784 children under fourteen years.

At present, June, 1926, there are 264 active cases in which exactly 984 children under fourteen are involved. As 58 new cases have been added and 40 dropped there has been a net gain of 18. Of the number dropped the following are the causes assigned.

What happened to a family at the Cross Roads THROUGH MOTHER'S AID

May 1923

To

June 1926

May 1923



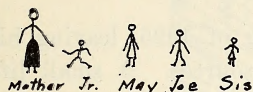
County superintendent of welfare gets a letter telling about the Kneed family.

Superintendent calls at home and talks with Mother while Mother works.

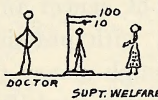


Church and friends and relatives have helped since Father's death

No insurance.



Family group



Physical Examinations

June 1923



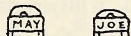
Supt. Welfare read application for M. Aid. County Commissioners grant \$35.00 per month

July 1923

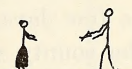
Mrs. Kneed receives first check and Bulletins from State Departments.



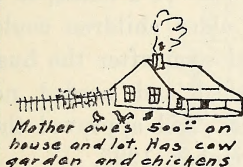
August 1923



Tonsils removed at County Clinic.



Dentist pulls Mothers teeth Health improves



Mother owes \$50.00 on house and lot. Has cow garden and chickens

Children attend school. May and Joe clean up school and grounds for \$10.00 a month.



Mother gets 1st prize on bread at Moonlight school. May gets 2nd prize for dress



P.T.A. recommends Mother to School Board to run Cafeteria



Cafeteria

Jane and Jr. pick, dry and sell herbs to help buy their books.



Mother keeps accounts-records all sources of income and outgo.

May 1926



Mother makes last of 30 payments on house

June 1926



Mother tells Supt. Welfare she wants some other woman to have her grant now that she owns the house and Cafeteria pays \$60.00 per month

Total cost for 3 Years
State 630.00
County 630.00
\$1260.00

for \$4 per year each
Result:—
Family held together.
Independent, forging ahead.

This family could have been paid \$5 a month as "Outdoor Poor" Then the home might have been lost because of ill-health and inability to work—The children scattered in institutions or left to "ripen" for criminal courts. In the end the family would have cost the County far more than was spent on—MOTHER'S AID—

Remarried	13
Died	2
Became self-supporting	17
Considered unworthy	4
Cut in county quota.....	3
Transferred	1

 40

These figures prove that the money spent on this form of child welfare is returning dollar for dollar value received to the State and county. One case is submitted in brief.

A young farmer died of cancer in the spring of 1925, leaving his wife and three children, with practically no resources. A small life insurance policy gave enough money to pay the funeral expenses and a few debts. The young mother used the rest for bare necessities and was overtaking her strength in trying to run the farm.

Then the State stepped in. Not with just a few dollars to give relief for a few days, but with a definite plan for the family.

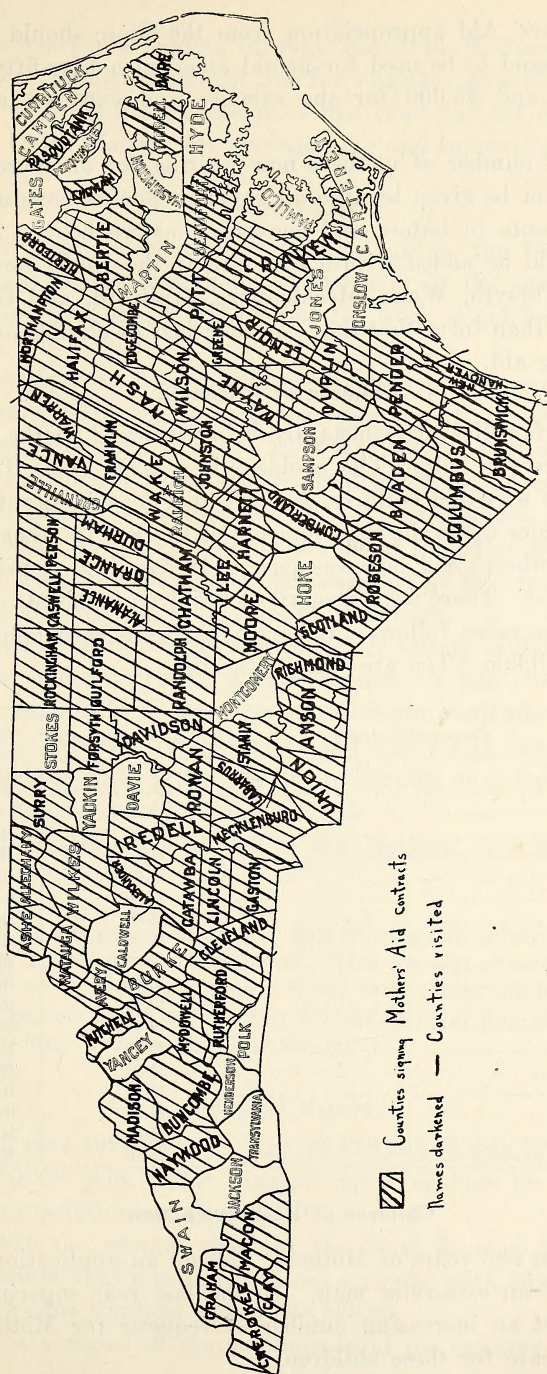
The county superintendent of welfare studied the case, and recommended that the State and county give the mother from the Mothers' Aid Fund the sum of \$25 a month. He made arrangements with some of the woman's relatives, by which she could have part of a house, in a small town, near a good school, which the two older children could attend. As the mother's need had been discovered soon after the husband's death, the family was not under-nourished and needed no medical attention. The State Director of Mothers' Aid approved the plan, and the mother was put on the list, in November, 1925.

Her plan had been to take in sewing, in the new home. Instead, a place was found for her in a new drapery shop, where she works every day making curtains, counterpanes and other household furnishings on an electric machine. The two older children are doing well in school.

The occupation is a new one for the four hundred mothers on the list in the State. Varied are the occupations, from chicken farming to weaving, which these mothers engage in, so that they may supplement their grants. This particular mother is interested in the field of interior decorating and is planning to do some special studying.

Today, less than a year from the time she was given her first check, the mother is almost self-supporting, and it is expected that in a few months she will be entirely so.

For the State stepped in; not with a few dollars for relief, but with a definite plan for the moral, mental and spiritual health of the mother and her children.



MAP SHOWING COUNTIES ADMINISTERING MOTHERS' AID

The Mothers' Aid appropriation from the State should be \$75,000; seventy thousand to be used for actual cases on a fifty-fifty basis with the counties and \$5,000 for the salaries and expenses of two field workers.

The actual number of mothers now waiting for an increased appropriation cannot be given because all superintendents have not reported. From statements in letters and conversations we believe at least one hundred would be added within a month if the funds were available. Buncombe, Forsyth, Wake, Mecklenburg, Guilford, and Gaston alone have not less than forty that they consider just as eligible as the women now receiving aid.

Children of Prisoners

Prisoners' families are constantly being referred to the Division of Child Welfare for help. The problem is a large one. The law provides that the wife and children of a prisoner may be granted Mothers' Aid if she comes up to the requirements of the law in other particulars. Since the Mothers' Aid law was passed 18 families of prisoners have been on the list. There were seventy-six children involved. The present status of these cases follows. Others could have been helped if funds had been available. Ten are still on the list.

Causes of Sentence	Amount Granted	Status
Burglary	\$20.00 a month	Receiving Aid.
Desertion	40.00	Incompetent
Murder	10.00	Mother Remarried
Embezzlement	25.00	Man Returned
Larceny	25.00	Receiving Aid
Murder	30.00	Receiving Aid
Murder	30.00	Receiving Aid
Mann Act	15.00	Receiving Aid
Larceny	25.00	Receiving Aid
Murder	20.00	Receiving Aid
Murder	10.00	Receiving Aid
Bootlegging	20.00	Man Returned
Bootlegging	20.00	Man Returned
Larceny	15.00	Mother Died
Bootlegging	10.00	Receiving Aid
Non Support	10.00	Receiving Aid
.....	15.00	Man Returned
Bootlegging	25.00	Man Returned

Children of Ex-Service Men

For the first two years of Mothers' Aid not an application dealt with the family of an ex-service man. In the last year superintendents of welfare report an increasing number of requests for Mothers' Aid or foster home care for these children.

Since the American Legion, through its Child Welfare Department, is equipped to furnish financial aid for eligible cases plans are being worked out with the State director of this fund and the director of the Division of Child Welfare for investigating and supervising these cases.

Negro Cases

Only four Negro mothers have received aid so far from State and county. Many others need help, particularly in the eastern counties, but as quotas are so small this part of the work is not being developed as it should.

Interest in Mothers' Aid work is growing surely and steadily throughout the State. While the work is far from perfect in its management the fact that only four mothers have had to be dropped because of inefficiency as "home makers" proves that much initial care is used to put the right type of women on the list. These mothers, though, could in all probability have been kept on the list if the State Board had had a field agent who could have spent several days in that mother's county working with her and the county board of welfare.

The average spent by county and State per family of five, mother and four children under fourteen, is \$300 a year. A like amount is spent on an individual child in any one of the State institutions caring for children. The figures for Mothers' Aid are really too low. Sixty dollars a year per child is not enough to furnish even bare necessities. Seventy-five dollars should be our average.

An amendment is much needed to the Mothers' Aid law as it now stands:

1. The total of \$40 per month for a mother with five children under fourteen (sixteen) is too small a maximum. This amount should be raised to \$50 a month, fifteen dollars for one child, ten dollars additional for the second child, and six and a half dollars for the third or any excess of three.

(The above deals with section 3 of the law.)

Financial Report

During the year 1924-1925 the sum of \$29,502.75 was invested by the State in Mothers' Aid. This plus an equal amount by the counties using the appropriation equals \$59,005.50.

In 1925-1926 the amount spent by the State dropped to \$24,414.45 because the State appropriation was cut and the work curtailed. This amount met by the counties equals \$48,828.90.

Following is a report of the amounts spent per county:

MOTHERS' AID FUND

Statement of Disbursements

FISCAL YEAR ENDED JUNE 30, 1925

<i>County</i>		<i>County</i>	
Alamance	\$ 545.00	Hertford	\$ 276.00
Alexander	142.00	Iredell	680.50
Alleghany	30.00	Johnston	1,047.00
Anson	674.65	Lee	120.00
Ashe	77.50	Lincoln	30.00
Avery	20.00	McDowell	240.00
Beaufort	740.00	Macon	315.00
Bertie	436.54	Madison	429.50
Bladen	380.00	Mecklenburg	1,050.00
Brunswick	187.50	Mitchell	146.88
Buncombe	1,270.00	Nash	120.00
Cabarrus	435.00	New Hanover	340.00
Caswell	15.00	Northampton	22.50
Catawba	487.50	Orange	385.00
Chatham	512.50	Pasquotank	160.00
Cherokee	290.00	Pender	340.60
Chowan	140.00	Person	40.00
Clay	67.50	Pitt	735.00
Columbus	530.00	Randolph	75.00
Cumberland	735.00	Richmond	470.00
Dare	114.96	Robeson	285.00
Davidson	797.24	Rockingham	353.75
Duplin	217.50	Rowan	382.50
Durham	420.00	Rutherford	392.50
Edgecombe	843.00	Scotland	413.75
Forsyth	1,747.50	Stanly	595.00
Franklin	502.50	Surry	515.00
Gaston	1,125.00	Union	496.25
Graham	71.13	Vance	260.00
Granville	542.50	Wake	1,375.00
Guilford	1,175.00	Warren	30.00
Halifax	555.00	Wayne	622.50
Harnett	255.00	Wilkes	90.00
Haywood	135.00	Wilson	160.00
Henderson	292.50		

State Grand Total.....\$29,502.75
County Grand Total.....29,502.75

\$59,005.50

MOTHERS' AID FUND

Statement of Disbursements

FISCAL YEAR ENDED JUNE 30, 1926

<i>County</i>		<i>County</i>	
Alamance	\$ 417.00	Hertford	\$ 208.92
Alleghany	179.62	Iredell	468.99
Anson	363.36	Johnston	585.00
Ashe	165.00	Lee	162.50
Avery	120.00	Lincoln	175.00
Beaufort	372.75	Macon	168.00
Bertie	340.00	Madison	258.00
Bladen	262.93	McDowell	205.00
Brunswick	127.50	Mecklenburg	951.58
Buncombe	787.50	Mitchell	61.85
Cabarrus	396.00	Moore	142.50
Caswell	202.98	Nash	105.00
Catawba	438.00	New Hanover	400.00
Chatham	305.40	Northampton	150.00
Cherokee	195.25	Orange	221.88
Chowan	136.60	Pasquotank	190.00
Clay	44.64	Pender	172.91
Cleveland	240.00	Person	200.00
Columbus	375.00	Pitt	480.00
Craven	262.50	Randolph	285.00
Cumberland	338.47	Richmond	327.54
Dare	99.96	Robeson	472.50
Davidson	451.48	Rockingham	422.50
Duplin	360.00	Rowan	535.09
Durham	506.25	Rutherford	375.00
Edgecombe	487.32	Scotland	200.04
Forsyth	1,353.65	Stanly	352.80
Franklin	337.00	Surry	416.40
Gaston	657.60	Union	257.50
Graham	60.00	Vance	300.00
Granville	360.00	Wake	944.25
Greene	200.00	Warren	120.00
Guilford	1,080.00	Wayne	540.00
Halifax	540.00	Wilkes	165.00
Harnett	290.00	Wilson	300.00
Haywood	240.00		
State Grand Total.....		\$24,414.45	
County Grand Total.....		24,414.45	

\$48,828.90

Orphanages Interested

The orphanages of the State are also interested in Mothers' Aid. They have long waiting lists and six of them—Oxford, Thomasville, Presbyterian, Odd Fellows, Methodist Orphanage at Raleigh, and the Pythian—have asked the help of the Division of Child Welfare this last year in investigating homes of children in their institutions with a view of returning children to them if the homes proved able in every way except financially to care for them. Unfortunately because of the fact that all counties where eligible mothers were living, were already using all their State and county funds it was impossible to take them on as Mothers' Aid cases.

Investigations made for the Odd Fellows Home will give an idea of the nature of the work. In 49 cases involving 110 children the following results were obtained:

Returned to Relatives (12 Mothers).....	20	23
Home unsuitable financially, etc.....	20	67
Good Mothers' Aid prospects.....	2	Involving 7 Children
Reports not in.....	7	Involving 13

The chairman of the Board of Trustees of the Odd Fellows Orphanage asked the Division of Child Welfare to aid in investigating homes of 110 children in the orphanage on May 1st, 1926. Their main object was to find if there were children in the orphanage who could be returned to their own mothers and the family aided through Mothers' Aid. Because of the small State appropriation the orphanage expected to aid such mothers from its own funds until such time as State funds were available. Only two good prospective Mothers' Aid cases were found in the forty-nine. Application blanks were sent to them to be filled out. Eight homes were reported as not of Mothers' Aid quality. Twelve children were returned to their own mothers, in some cases leaving one child in the orphanage from the same family to finish school. One step-father refused to accept a boy into his home.

A big field of further study is indicated here. Would the mothers have been good material at the time the children were placed in the orphanage? Several of the cases indicate that the mother, relieved of responsibility does not care to reassume it even if granted financial aid.

If a brief study like this shows that the population of an orphanage can be reduced from 110 to 87 in three months time with other cases yet to be settled, we believe the same sort of work would be helpful in all institutions.

The Division of Child Welfare is ready to serve the orphanages in this way and others, at all times. The larger institutions are beginning

to realize the need of thorough and impartial investigations to aid their boards in deciding on admissions and are employing field agents. Thomasville, Oxford and Barium Springs have already set the fashion. The Thomasville agent visits the Division of Child Welfare at least quarterly to run over lists of applicants, dismissals, etc., and to check up with the State office information available about cases in order to avoid duplication of effort. It is hoped that other institutions will follow this same plan.

The Division of Child Welfare, through the county superintendents of public welfare, can make investigations for the smaller institutions.

With such a clearing house arrangement more children can be helped, and more quickly, than under the present plan with agencies and institutions working independently.

JUVENILE COURT WORK

Juvenile court work is very much misunderstood. The machinery of the court is one thing and the operation of that machinery for the benefit of the child quite another. No court can function properly where the clerk of the court officiates merely ex-officio with no interest in his new profession. Until he feels that it is really a new profession—not just a hated added responsibility—he will not do any vital work. For this educational work a whole time field agent is needed right now, and has been needed for the last four years. Such an agent would go into a county where the situation in regard to juvenile delinquency is particularly acute and spend weeks, if necessary studying the local situation and focusing the existing agencies and organizations upon the problem. He would locate the plague spots and work toward a cure. His interest would be in the child, not in “passing the buck” to Stone-wall Jackson, Eastern Carolina Training School or Samareand. Such an agent would save the State hundreds of boys and girls and thousands of dollars.

One hundred and eighty-four children were reported by superintendents of welfare and private citizens as juvenile delinquents, children usually from broken homes and presenting problems that superintendents needed help in solving. The number is exclusive, for the most part, of the number appearing in the juvenile courts between July, 1924, and July, 1926.

CRIPPLED CHILDREN

The field work for crippled children began in April, 1923, with the first diagnostic clinic held under the joint direction of this Division and

the State Orthopedic Hospital. Since that time 22 clinics have been held and 1,149 children examined.

Fifty-one case records were made of crippled children where problems of life, education, etc., were involved.

All indigent persons above sixteen who have appeared at these clinics have been referred immediately to the State Rehabilitation Department. The director of the Division of Child Welfare or the secretary helped organize and was present at each of these clinics.

Quite a number of well to do parents brought children to the clinics in order that they might get expert advice and later followed up this advice by getting in touch with some one of the orthopedic surgeons of the State.

The last clinic of the biennial period was held in Clinton on May 10th. The waiting list at the hospital is already around 200 which means that six or eight months will elapse before the last names can be called in.

Right here is the basis of one of the joint needs of the Division of Child Welfare and the Orthopedic Hospital, a field agent for following up the children examined at the children's clinics and the Rehabilitation Department's clinics, and the children treated at the hospital and returned to their homes.

Such an agent is greatly needed now. Parents get interested to the point of taking a child in to a clinic, even sign an application blank. They have to wait several months and get careless. When the notice comes to bring the child in they have grown indifferent, neglect the opportunity and the child loses his chance. An agent for this particular work would visit this home in the meantime, keep the family interested with news about the hospital and see that any preliminary work was done, like tonsil operations, special diet, etc., and see that the child reached the hospital. After its return she would visit and help the family carry out suggestions made for home treatment.

Much of the value of the work done at the hospital is lost because of lack of a field worker to keep the connection vital between hospital and home.

Such a worker should be a woman with social as well as nurse's training, with tact, good health and knowledge of rural life in North Carolina.

In eleven clinics established by the Rehabilitation Department through the Rotary, Kiwanis, and Lions clubs many children have been examined. The superintendent of welfare in the county where the clinic operates keeps up with the indigent children in his county. Tenants, renters, etc., bringing their children from a neighboring county

without the superintendent's knowledge frequently do not know what to do about making applications for the hospital. Efforts are being made to bring about a close coördination of the rehabilitation clinics with the Orthopedic Hospital.

CLEARING HOUSE

Four hundred and sixty cases involving dependent and neglected children were reported to the State office for help in placing. As the cases are listed under the family name usually, more than one child was involved, making 460 far less than the actual number. Hundreds were placed locally and not reported.

No "dependent or neglected child" in North Carolina should be "given away," "farmed out," "placed out," or "adopted," without the knowledge of the county officers—clerk of the court and superintendent of welfare—properly constituted by law to attend to such matters. Yet such things are being done every day in the State. In one county a father gave his child away for a quart of corn liquor. Recently a case came to light where two children had been handed from family to family and neglected by all until the judge had great difficulty in tracing "original grants."

The clerk of the court, as judge of the juvenile court, has authority over placements and adoptions and the superintendent of welfare as the probation officer, is the official in charge of investigations and recommendations. Because judges and superintendents vary in training, interest in the problem, volume of work, etc., no standards have been set for placing children, and a home considered desirable in one county would be refused in another. Too many children of unmarried mothers are being placed before sufficient study of individual conditions has been made. Too many children of doubtful mentality are being placed in homes that desire intelligent children for adoption. Too many children are being separated from parents and from each other before any real effort has been made to hold the family together and build it up, and too frequently after a child is placed the officials consider the matter closed and so leave a child in a home unsuited to it instead of keeping up relations with the family and making a replacement if necessary.

In other words North Carolina does not know, except very generally, and is doing little, about one of her greatest assets—her children, neglected, dependent or from broken homes. Much too frequently they are becoming her liabilities and criminals and paupers.

Every county, no matter how small, needs at least one home where children, dependent, delinquent, neglected, or abused, can be studied, physical and mental examinations given, and plans made for the child according to his individual needs. This study may show that the child should be placed out for adoption with relatives or strangers; placed in a home for permanent care without adoption but under supervision; placed in an orphanage with other brothers and sisters; boarded in a home or school; sent to a reformatory or special school of some kind.

No child should be taken from its home with the idea of permanent care before patient effort has been made to find out whether that home can be reconstructed. If the natural home fails then relatives should be located and consulted. Failing there the foster home should be tried, the orphanage, etc.

The term foster home is broad. A foster home may be a home for temporary or long time care, either free or for a regular monthly amount, or it may mean a permanent home for an adopted child.

Adoption papers should not be issued for any child until the child has been kept in the foster home under supervision for twelve months at least—except in rare cases.

No child should be placed in any home by any agency until the home and child have been thoroughly studied. After the placement has been made supervision should be continued until the child is of age unless it is adopted. Frequently after several years it becomes necessary to remove a child from a home and try another. This replacement takes time and money but it is necessary when an agency takes upon itself the delicate task of child placement.

To place a child in a home and think it is doing well because there is no complaint from foster parent or child is not good child placing work. The superintendent of welfare or child placing agent should see the child in the new home, talk with the parents alone and with the child alone and find out how it is really fitting in. There are not many "unplaceable" children but there are many replaceable children.

There is no record of the number of children placed in various types of homes by superintendents of welfare last year. They did a large volume of work in their own counties exclusive of the children they placed through the Children's Home Society. Because of the volume of work and the general lack of stenographic help the superintendents cannot keep detailed records of their work. Their supervision is not as thorough as it should be.

The Children's Home Society, Incorporated, is the only state-wide child placing agent. This society in the biennial period placed 311 children in homes all over the State. Of these 128 were adopted. This

leaves 183 children on their regular visiting list to say nothing of the number brought over from the preceding biennial. As the 311 were scattered in homes all over the State and as the society had only one regular visitor much of the time, it is very apparent that the child placing work here is not of the type recommended in the beginning of this section.

Yet the society refused 318 children because of its crowded receiving home and its small staff and these children had to be cared for by superintendents of welfare in individual counties.

For the Children's Home Society to function as it should, either more money must be found through private donations in order to employ more field workers or less child placing work should be done. Failing here—and the need is already great—the State should also add a field worker for child placing to the staff of the Division of Child Welfare. It would be her duty to help work out this problem with the counties themselves where the initial responsibility lies. The salary of such a worker would be far more economical than the court cost of several court cases growing out of bad placement during the last biennial.

The superintendents of welfare recognize child placing as one of the foundations of good public welfare work. They have already appointed a committee to study the best methods to handle the problems that come to their attention.

Boarding Homes in every county is so far the best solution. Wake, Vance, Johnston, Forsyth, Catawba, Iredell, Cumberland and other counties are pointing the way.

In Forsyth and Wake mothers receiving State and county aid have boarded children needing temporary care and the plan has worked well. The children have been well cared for and the mothers have added to their incomes. Johnston County has found a splendid woman, a widow with no children, who owns her own home, to board children referred to her by the superintendent of public welfare.

"A safe guide in placing the homeless child is to investigate the foster family as though you were placing your own child."

"The most cruel thing that can be done to a child is to place him where more will be expected of him than it is in his power to attain however hard he should try."

CHILDREN'S HOME SOCIETY OF NORTH CAROLINA

Biennial Report, June 30, 1924, to June 30, 1926

Address: 624 Fairmont Street, Greensboro, N. C.

Superintendent: John J. Phoenix.

Other employees: Assistant superintendent and matron, Miss Mary E. Holt; Visitors, Miss Josie Rymer, Miss Clarke; Collector, Miss Sadie Bilyeu; Dietitian, Miss Katie Moore; Nurses, Miss Burton, Miss Bishop, Miss Winstead, Miss Grey.

Executive Committee: Mr. H. Smith Richardson, Mr. R. W. Glenn, Mr. A. L. Stockton, Mr. Claude Kiser, Mrs. Charles D. McIver.

Estimated value of plant: \$75,000.00.

Capacity: 30.

Sources of income: Voluntary.

Amount of income, June 30, 1924-June 30, 1926: \$60,186.38.

Children in Home June 30, 1924.....	46
Children in boarding homes June 30, 1924.....	4
Children in boarding school June 30, 1924.....	2
Children in Home June 30, 1926.....	44
Children in boarding homes June 30, 1926.....	10
Children in Hospital June 30, 1926.....	0
Children in boarding school June 30, 1926.....	1
Children in foster homes (not adopted) June 30, 1926.....	318
Total number of children under supervision June 30, 1926.....	318
Unplaceable children in Home June 30, 1926.....	8
Children received during the biennium.....	314
Children refused	318
Children placed in foster homes.....	311
Children adopted out.....	128
New homes offered.....	764
New homes rejected.....	403
New homes accepted.....	361
Visits of inspection by agents of Society.....	1,187
Visits of inspection by welfare officers.....	181
Children withdrawn from homes.....	16
Children received from welfare officers.....	314

We only receive through the official channels of the counties of North Carolina.

The medical and surgical work is conducted by the profession of Greensboro, N. C.

A different physician is designated each 6 months and conducts clinics every Tuesday.

We call upon the medical profession for emergency service at any time and any doctor available.

No charge is made for these valuable services.

We pay hospital charges only.

The surgeons give their services without charge.

The various specialists in all lines give their services without charge.

JOHN J. PHOENIX,

State Superintendent.

NORTH CAROLINA ORTHOPEDIC HOSPITAL

Gastonia, N. C.

Surgeons: Dr. Oscar L. Miller, Dr. J. S. Gaul.

Trustees: George Blanton, Chairman; R. B. Babington, W. C. Bivens, J. C. Hackett, Mrs. Evelyn Nimocks, R. R. Ray, J. Lee Robinson, M. B. Speir, P. C. Whitlock, Governor of North Carolina, ex-officio chairman.

Executive Committee: R. R. Ray, Chairman; J. Lee Robinson, M. B. Speir, R. B. Babington, ex-officio chairman.

Capacity of the hospital: 85.

The Orthopedic Hospital was founded in 1909 for the scientific treatment and healing of crippled and deformed children of sound mind. It was created a State institution by the General Assembly of 1917, but did not receive children until 1921, and so has been in operation only five years.

In the biennial period, 561 children have been cared for at the hospital. There were 47,648 hospital days and the average cost per child each day for care and treatment was \$2.89.

Sixteen hundred and fifty-seven examinations have been made at the out-patient clinic at the hospital, and in the regional clinics held by the hospital, and the Division of Child Welfare of the State Board of Charities and Public Welfare, during the biennial period.

The hospital now has a ward for Negro children, given by Mr. B. N. Duke.

There is a great need for a trained social worker, who should be also a trained nurse, who could act as field agent for the hospital. She should attend all the regional clinics and do valuable follow-up work. (See report of the Division of Child Welfare.)

DIVISION OF COUNTY ORGANIZATION

Spirit of Cooperation Growing

One of the healthiest signs for the future of the welfare program in North Carolina is the spirit of coöperation that is growing among the various organizations and agencies, and the fact that they are beginning to pool their interests in an effort to work out effective plans and policies affecting community life.

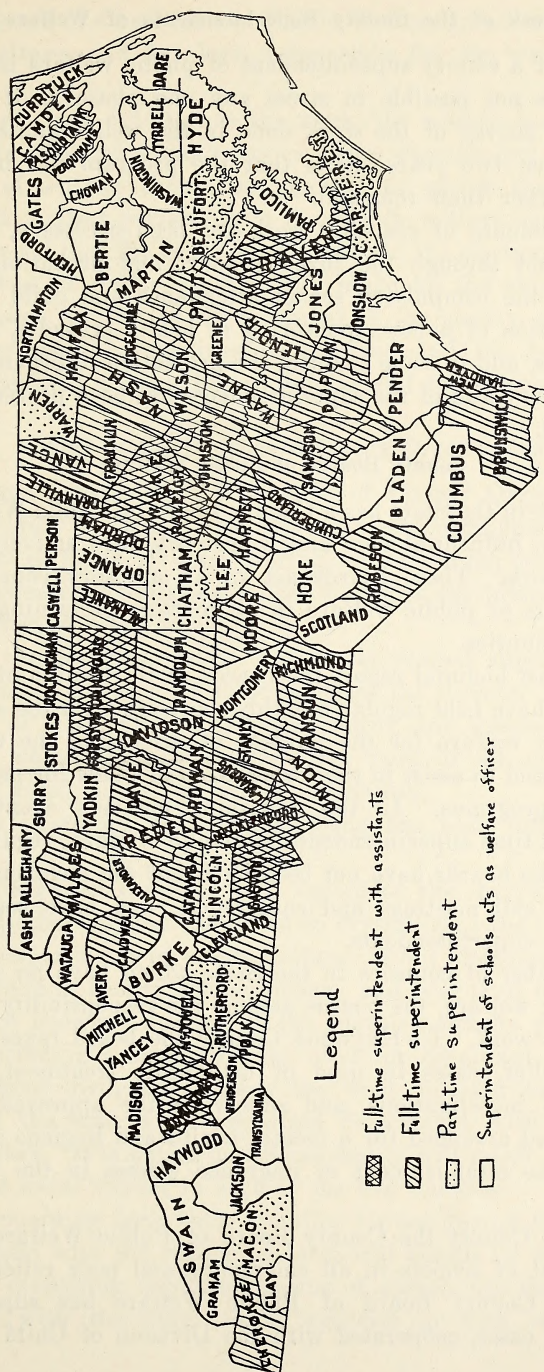
The work of linking up all existing social agencies, and the utilization of all latent forces in a community, or county, follows as a direct result of a community consciousness and a desire on the part of the people to combine their efforts in behalf of the welfare of all. It is the aim of the Division of County Organization to assist in every way possible in this program of coöperation and coördination of forces.

County Units

The county is the unit of organization for welfare work in North Carolina. Fifty-seven of the one hundred counties in the State have organized departments of public welfare. Of this number forty-six have whole-time superintendents of public welfare and eleven employ part-time workers. In the remaining forty-three counties the county superintendent of schools is *ex-officio* superintendent of public welfare.

Due to the rapid growth of the work six of the most densely populated counties employ a number of additional workers to assist with probation, school attendance, and family case work. In most counties this is a joint arrangement between city and county authorities.

Buncombe, Durham, Forsyth, Mecklenburg and Wake counties have a boys' probation officer, a probation officer for girls, a Negro worker, and one or more clerical assistants. Guilford County employs an assistant superintendent of welfare, one probation officer and a Negro worker to assist the county superintendent of public welfare, as well as the clerical force. A branch office of the Guilford County department of public welfare has been established at High Point, and by special arrangement with that city, an executive secretary, a boys' commissioner, and a part-time Negro worker are employed. The city of Greensboro also has a part-time boys' commissioner.



STATE MAP SHOWING ORGANIZED COUNTIES

Work of the County Superintendents of Welfare

The work of a county superintendent of public welfare is so diversified that it is not possible to stress any one phase as it should be, but a general survey of the work done in the well organized counties during the past two years shows that the program has been largely preventive rather than remedial.

A certain amount of remedial work has been necessary, but the reports show that through the juvenile court and probation work, enforcement of the compulsory school attendance and child labor laws, the rehabilitation of homes, sponsoring of health crusades, and mental hygiene clinics, and in some counties the promotion of organized recreation, the primary aim of the superintendents has been preventive rather than remedial.

County Boards of Public Welfare

Each county in the State has a County Board of Public Welfare, composed of three influential men and women who are actively interested in welfare work. These boards act in an advisory capacity to the superintendents of public welfare in all matters pertaining to welfare work in the counties.

Since the last biennial report the boards in thirty-nine of the organized counties have held regular monthly meetings with the superintendents of public welfare for the purpose of discussing the work of the departments, and to assist in the formulation of plans for more effective county-wide programs. In the remaining eighteen counties, having whole or part-time superintendents of public welfare, regular monthly meetings of the boards have not been held, but the members have been available for call meetings and conferences, and have been of much service to the superintendents.

In the number of counties in the State which have no superintendents of public welfare, the boards assume the responsibility for certain phases of the work. In Haywood County the board takes care of all emergency relief, cases in need of orthopedic treatment, makes all Mothers' Aid investigations, and supervises the approved cases. In 1925, the board arranged for a mental health and hygiene clinic which resulted in the establishment of ungraded classes in the Waynesville schools.

In Chowan County the County Board of Public Welfare assists the superintendent of schools in all emergency and poor relief work.

The Ashe County Board of Public Welfare has supervised the Mothers' Aid cases, coöperated with the Division of Child Welfare of

the State Board of Charities and Public Welfare in all cases pertaining to child welfare, and has been responsible for the emergency relief work.

Because of their devotion to the work, the county boards of public welfare have rendered a great service to the counties and the State, but their field of activity should be enlarged by giving them more legal authority in matters pertaining to the county welfare departments. It is recommended that the board have a voice in the election of the county superintendent of public welfare, also make up the annual budget of the department, subject to the approval of the county commissioners; that regular monthly meetings be required and the board members paid *per diem* and mileage for all regular and call meetings.

Work of the Division of County Organization

The present director of the Division of County Organization came to the staff July 1, 1925. The first six weeks were spent in the New York School of Social Work. During the remaining ten and one-half months, fifty-seven counties have been visited in the interests of various phases of county organization.

Five of the counties visited had newly elected superintendents of public welfare. In each of these counties the director went over the entire field of work with the superintendent, and assisted in outlining a program which aims to correlate the work of all agencies and to reach every rural, as well as urban community.

A system of record keeping and filing has been installed in each county.

Nine unorganized counties were visited at the invitation of county officials and other citizens interested in crystallizing the interest and in organizing departments of public welfare. Joint meetings of the boards of public welfare, county commissioners, and boards of education were held in each county. In five of the counties definite programs were planned, including a survey of the need for organized welfare work, cost of present methods of doing the work in each county, and an estimate of the cost of an organized department with a whole-time trained worker. It is hoped that these studies will result in the election of a trained social worker in each of the five counties.

In the remaining forty-three counties visited during the year, meetings were held with the superintendents and boards of welfare for the purpose of discussing ways and means of correlating the work of the department with the other social agencies in each county. As a

result of these meetings and discussions the superintendents and boards in twenty-three of the counties are working on programs of organization, which aim to extend the work of the department so as to reach every isolated rural section.

County-Wide Program of Recreation

With the coöperation of the teachers, a county-wide program of recreation was worked out in Burke County. The director of the Division of County Organization met with the teachers at each county-wide meeting for demonstration work, discussions of regulations, and plans for the County Field Day which was held at the end of the school year. The plan proved to be so successful that the work is being carried on by volunteer leaders.

Juvenile Delinquency Studied

With the aid of the welfare department, civic clubs, and City Council of High Point, a study of the causes of juvenile delinquency was made in that city. As a result of this study a city-wide program for prevention has been launched, and a boys' commissioner employed.

A County Directory Compiled

The director coöperated with the School of Public Welfare of the University of North Carolina in compiling a directory of Durham County. All official organizations and agencies were listed and a statement made as to the purpose of each organization. The directory was planned as a guide for all social workers and others doing any phase of community or welfare work in Durham County. It will also serve as a model for other counties in the State interested in working out similar compilations.

Types of County Organization

No stereotyped plan of organization has been followed by the county superintendents of welfare in their efforts to correlate the work of existing social agencies and organizations, but each county program has been worked out in an attempt to meet local needs.

A questionnaire was sent out to all superintendents of public welfare in December, 1925, asking for certain information relative to the organization work in both urban and rural districts. The superintendents were requested to send in also a general outline of their programs for county-wide organization.

Eleven counties reported successful county councils of social agencies, made up of representatives from all organizations in the county interested in social work. In each county these councils bring together representatives from all charity organizations, civic and community clubs, boards of welfare, education and health, ministerial associations, and all other agencies working for the betterment of community life, for the purpose of studying social conditions and local community problems.

As a result of these organizations, the counties have found that the work of each agency has been intensified, duplication avoided, and a spirit of understanding and sympathetic coöperation developed. Counties reporting councils of social agencies were: Anson, Cleveland, Cumberland, Davie, Durham, Johnston, Mecklenburg, New Hanover, Stanly, Vance and Wake.

High Point, Greensboro, North Wilkesboro and Winston-Salem reported successfully organized city councils of social agencies.

Organization Difficult in Rural Communities

The most difficult phase of county organization is that which deals with the rural districts which are often lacking in definitely organized groups to be used as a basis. However, by use of the consolidated schools, which tend to enlarge the scope and activities of the community centers, parent-teacher associations, farm life clubs, and church organizations, a number of counties have been able to work out programs for rural organizations that are proving to be effective. Nine counties in the State have considered the township the logical unit for rural organization and have succeeded in getting welfare committees appointed in each township, representing all local agencies and organizations. These committees meet with the superintendent of public welfare to discuss local welfare and community problems and serve as township representatives at county-wide meetings.

The chairman of each township committee keeps in constant touch with the county superintendent of public welfare in matters relating to school attendance, poor relief, and emergency cases. Alamance, Catawba, Cleveland, Duplin, Johnston, Stanly, Surry, Vance and Wake counties each have some form of township organization.

Other counties have found it more practical to use the logical community centers as a basis for rural organization, disregarding township lines. Each county using this method has adopted the general plan to meet local needs. Anson, Chatham, Cherokee, Craven, Davie, Durham, Gaston, Halifax, Harnett, McDowell, Moore, Orange, Pasquotank, Pitt,

and Wilson counties have worked out county-wide programs with the community as the unit of organization.

Churches Helping in Counties

Every organized county in the State reported coöperation between the social work of the churches and the departments of public welfare. The work is carried on through county or city ministerial associations, organized Sunday school classes, and church auxiliaries. In a number of counties a relief fund, at the disposal of the county superintendent, is maintained by the combined efforts of all the churches.

Two Examples of County Organization

The following reports from rural counties will serve as examples of the type of rural organization work being done in the State.

MOORE COUNTY HEALTH AND WELFARE ASSOCIATION

The Moore County Health and Welfare Association was organized two years ago for the purpose of promoting health and welfare work in every urban community and isolated rural section of the county. A local leader, working in coöperation with the county health and welfare departments, organized local branches of the association in every community in the county. These groups hold regular monthly meetings during nine months of the year for the purpose of discussing community problems and formulating plans to meet local needs. The chairman of each local branch is a member of the county board of directors of the association. The board of directors makes up the annual budget, apportions it among the branch organizations, and in coöperation with the departments of health and welfare, maps out the general county program.

An emergency committee appointed by the board of directors passes on all requests for funds, when the board is not in session. The meetings of the board are so arranged that one meeting is held with each branch of the association during the year. This tends to keep the board of directors in touch with the work of each community and fosters a spirit of coöperation.

During the past year the association raised a sum of two thousand dollars which was used to equip a small county tubercular sanatorium for indigent cases; provide hot lunches for undernourished school children, assist the colored supervisor with work among the Negroes, and provide an emergency fund which was used by the county superintendent of welfare.

DAVIE COUNTY COUNCIL AND ASSOCIATED CHARITIES

The superintendent of public welfare who is responsible for the organization in Davie County said: "The County Council and Associated Charities of Davie County is an organized, planning and working force of representatives from all the social agencies in this, a rural county, with a central unit at the county seat (Mocksville) and a local branch in each community center, all coöperating in a county-wide effort to meet the needs in the local communities and county."

Besides the local committee in each community there is a central organization with the following officers: president, vice-president, secretary-treasurer (who is chairman of the central finance committee), and a director of work among Negroes. The constitution provides for the following standing committees:

Finance.	Ways and Means.
Membership	Investigating.
Program.	Social.
Organization and Extension.	

The program committee arranges for two county get-together meetings each year. The social committee visits all poor relief cases, persons who are sick and in need of assistance, and makes regular visits to the county home and the jail. A county chest fund is maintained by the organization to be used as a charity and emergency fund.

Organizations Cooperating in Welfare Work

The following organizations were listed by superintendents of welfare as active agencies coöperating with the county welfare department.

Woman's Clubs.	Rebekahs
Chamber of Commerce.	Woodmen.
Kiwanis.	Redmen.
Lions.	Elks.
Civitans.	Daughters American Revolution.
Rotary.	American Legion.
Monarch.	Anti-Tubercular Association.
Moose.	Y. M. C. A.
Associated Charities.	Y. W. C. A.
Red Cross.	Sorosis Club.
Traveler's Aid.	Kings Daughters.
Boy Scouts.	Salvation Army.
Girl Scouts.	Ministerial Association.
Industrial Welfare Workers.	Sunday Schools.
Farm Life Clubs.	Organized Church Societies.
Parent-Teacher Associations.	Girls' Friendly.
Masons.	W. C. T. U.
Eastern Star.	Daughters of Confederacy.
Juniors.	Community Clubs.
Odd Fellows.	

District Meetings

To further the organization work in the State, the North Carolina Association of County Superintendents of Public Welfare, at its last annual meeting, divided the State into six districts. Arrangements are being made for district meetings of county superintendents of welfare, juvenile court judges, boards of public welfare, county commissioners, boards of education and representatives from all volunteer social agencies. Each district will hold one meeting each year and send representatives to the annual state-wide meeting. The following district officers were elected:

District 1, Western—Chairman, A. W. Rymer, Buncombe; Secretary, Miss Mary M. Greenlee, McDowell.

District 2, Northwestern—Chairman, A. W. Cline, Forsyth; Secretary, Mrs. Queen Bess Kennen, Davie.

District 3, South Piedmont—Chairman, M. M. Grey, Mecklenburg; Secretary, Mrs. Stella J. Price, Catawba.

District 4, Central—Chairman, Mrs. W. B. Waddill, Vance; Secretary, E. C. Perry, Franklin.

District 5, Northeastern—Chairman, J. T. Barnes, Wilson; Secretary, Mrs. J. D. Whitford, Craven.

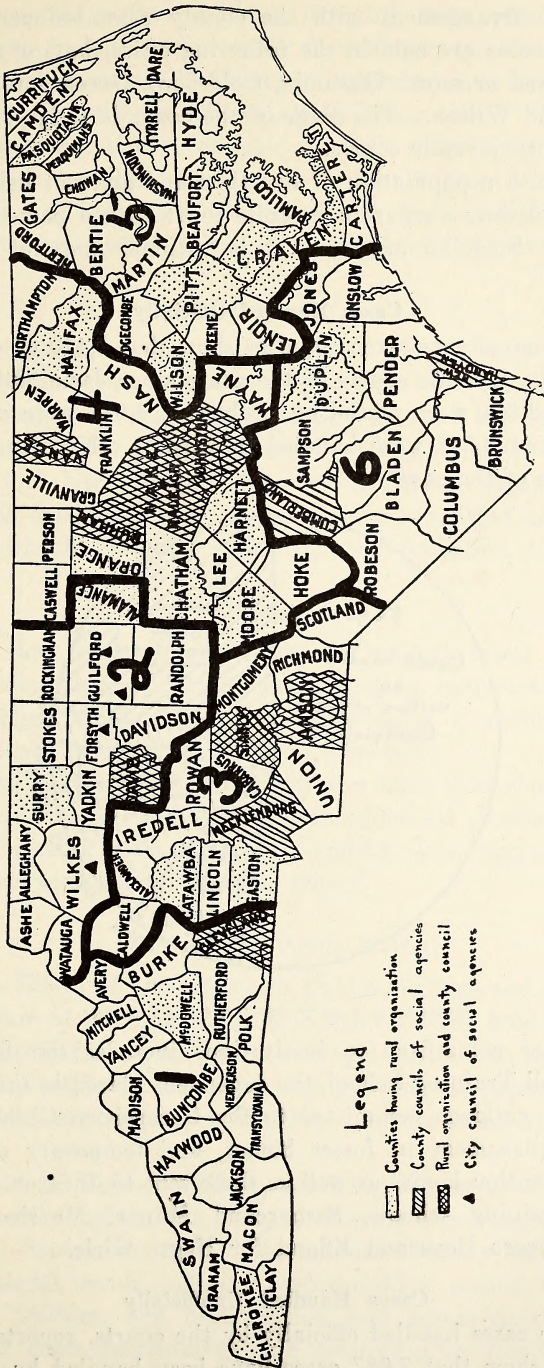
District 6, Southeastern—Chairman, W. P. McGlaughon, New Hanover; Secretary, J. A. Martin, Cumberland.

Features of Juvenile Court Work

The juvenile court system in North Carolina is in keeping with the county-wide plan. Every county in the State has a separate juvenile court. These courts are a part of the superior court system of the State and in ninety-nine of the one hundred counties the Clerk of the Superior Court is judge of the juvenile court. Buncombe County, by special act of the Legislature, has established a special juvenile court which serves both the city of Asheville and the county. This court employs a whole-time juvenile court judge, a girls' referee, boys' probation officer, and a part-time psychiatrist, who has charge of the mental hygiene clinic.

The Legislature of 1923 amended the juvenile court law making it mandatory that every city in the State having a population of ten thousand or more by the census of nineteen twenty, instead of nineteen ten, maintain a separate juvenile court.

The following cities have separate juvenile courts with part-time judges: Charlotte, Durham, High Point, Raleigh, Rocky Mount, Wilmington, and Winston-Salem.



Legend

- Counties having rural organization
- County councils of social agencies
- Rural organization and county council
- City council of social agencies

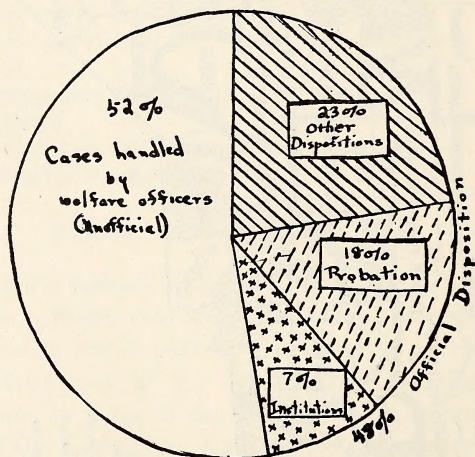
MAP SHOWING ORGANIZED COUNTIES AND DISTRICTS

By special arrangement with the county commissioners joint city and county courts are held in the following cities, having a population of ten thousand or more: Gastonia, Goldsboro, Greensboro, New Bern, Salisbury, and Wilson. The clerk of the court is judge of these joint city and county juvenile courts.

Hickory, with a population of five thousand and not being a county seat has established a separate juvenile court with a part-time juvenile court judge. Such an arrangement is optional and not required by law.

Cases Handled Officially

Reports from seventy-seven counties show that 7,423 cases have been handled by the juvenile courts of the State since June 30th, 1924. Of this number 2,801 were placed on probation, 1,036 were committed to institutions and 3,586 were handled in various other ways, depending on the nature of the case.



DISPOSITION OF JUVENILE COURT CASES

The number committed to institutions includes the feeble-minded sent to Caswell Training School, the dependent placed in the orphanages of the State, children committed to the Greensboro Children's Home Society for placement in foster homes, and temporary commitments to county detention homes as well as those sent to Jackson and Eastern Carolina Training schools, Samarcand Manor, Morrison Training School for Negro Boys and Efland for Negro Girls.

Cases Handled Unofficially

Besides the cases handled officially by the courts, reports from fifty-five counties show that 7,987 cases have been handled by the superin-

tendents of public welfare without bringing them officially into the courts. These include minor cases of delinquency, also cases of dependency and neglect which the superintendents have been able to adjust satisfactorily without official action being taken. The fact that the superintendents have been able to settle more cases out of court than have been handled officially shows that a great amount of preventive work has been done and that many boys and girls have been saved who otherwise would have become wards of the court.

Probation

Complete figures are not available, but reports from counties and cities employing special probation officers show that the majority of the probation cases, where the necessary follow-up work has been done, have been successful. The Rotary, Kiwanis, Lions, Civitan and Monarch clubs, Boy and Girl Scouts, the schools, church organizations, and social service departments of women's clubs are listed as agencies co-operating with the juvenile court and the probation officers in this work.

Recreation

Believing that organized recreation is a mighty factor in creating a wholesome community spirit and in preventing delinquency among the boys and girls, a number of the superintendents of public welfare, are promoting some form of county-wide recreation.

During the past two years two counties have held county pageants, two have conducted annual field days in which all schools participated, three are promoting girls' scout work, and two have organized clubs for boys and girls with annual camping trips.

Institutes of Public Welfare

The State Board of Charities and Public Welfare and the School of Public Welfare of the University of North Carolina hold a joint Institute of Public Welfare each year at Chapel Hill. The institutes, open to all social workers in the State, are growing in popularity and effectiveness and are helping to develop a professional appreciation of social work.

The School of Public Welfare, realizing the need of keeping this interest alive throughout the year, is offering a correspondence course beginning in September, 1926. The manual of study includes chapters on modern social trends, industrial relationships, mental hygiene, child and family welfare, and organization and administration of social agencies. It deals particularly with conditions in North Carolina.

COUNTY ORGANIZATION—SUMMARY OF JUVENILE COURT WORK

COUNTY	OFFICIAL DISPOSITION					
	Juvenile Court Cases	Institution	Probation	Otherwise	Handled by Welfare Officer	Total
Alamance.....	112	18	68	26	48	160
Anson.....	33	2	16	15	100	133
Avery.....	7		3	4	12	19
Beaufort.....	40	8	20	12	30	70
Bertie.....	8		5	3		8
Brunswick.....	107		87	20	90	197
Buncombe.....	170	29	79	62	661	831
Burke.....	3	2	1			3
Cabarrus.....	11	4	7		2	13
Caldwell.....	8	4	4			8
Carteret.....	8		8		12	20
Caswell.....	15	2	11	2		15
Catawba.....	30	6	17	7	17	47
Chatham.....	3	2		1	9	12
Cherokee.....	26	6	10	10	13	39
Chowan.....	30	3	3	24		30
Cleveland.....	127	4	156	12	33	205
Columbus.....	96	6	26	64		96
Craven.....	63	6	29	28	226	289
Cumberland.....	128	5	83	40		128
Dare.....	2			2		2
Davidson.....	81	25	34	12	48	129
Davie.....	54	15	11	22	130	184
Duplin.....	42	13	5	24	93	135
Durham.....	340	111	76	153	1071	1411
Edgecombe.....	34	2	16	16	58	92
Forsyth.....	584	133	247	204	1618	2202
Franklin.....	25	10	2	13		25
Gaston.....	233	33	199		138	371
Gates.....	1		1	1		1
Graham.....	8	3	2	3		8
Granville.....	62	4	47	11	4	66
Greene.....	3		1	2	18	21
Guilford.....	1220	75	226	919	767	1987
Halifax.....	40	6	25	9	74	114
Harnett.....	80	22	58		121	201
Haywood.....	33	5	5	23		33
Henderson.....	34	2	28	4	49	83
Hertford.....	8	2	4	2	2	10
Jackson.....	9	1	8		8	17
Johnston.....	415	47	83	286	89	504
Lee.....	9	4	5		1	10
Lenoir.....	4	3	1		14	18
Lincoln.....					5	5
Macon.....	39		32	7		39
Madison.....	10	7	3			10
Martin.....	6	2	4			6
McDowell.....	17	1	5	11	18	35
Mecklenburg.....	625	72	122	431	328	953
Moore.....	9	4	4	1	61	70
Nash.....	26	1	7	18	23	49
New Hanover.....	238	21	86	131	193	431
Onslow.....	8	2	6			8

COUNTY ORGANIZATION—SUMMARY OF JUVENILE COURT WORK—Continued

COUNTY	OFFICIAL DISPOSITION					
	Juvenile Court Cases	Institution	Probation	Otherwise	Handled by Welfare Officer	Total
Orange.....	13	4	3	6	40	53
Pamlico.....	6	5	1			6
Pasquotank.....	123	20	63	40	271	394
Pender.....	5	2	3		5	10
Pitt.....	296	39	75	182	269	565
Polk.....	18		11	7	9	27
Richmond.....	215	20	30	165	103	318
Robeson.....	71	25	24	22	40	111
Rockingham.....	97	23	50	24	82	179
Rowan.....	125	17	78	30	97	222
Rutherford.....	90	13	40	37		90
Sampson.....	48	4	11	33	59	107
Scotland.....	26	4	10	12		26
Stanly.....	51	11	28	12	108	159
Surry.....	76	11	17	48	98	174
Union.....	22	2	20		118	140
Vance.....	78	9	38	31	62	140
Wake.....	334	58	162	114	279	613
Washington.....	210	6	75	129		210
Watauga.....	4	2	2			4
Wayne.....	71	15	32	24	82	153
Wilkes.....	63	7	36	20	75	138
Wilson.....	10	6	4	6	6	16
Yadkin.....	2		2			2
	7,423	1,036	2,801	3,586	7,987	15,410

COUNTY SUPERINTENDENTS OF PUBLIC WELFARE

Alamance	P. H. Fleming.....	Burlington
Alexander	Glenn R. Stein, Supt. Schools.....	Taylorsville
Alleghany	J. M. Cheek, Supt. Schools.....	Sparta
Anson	Miss Mary Robinson.....	Wadesboro
Ashe	J. O. Goodman, Supt. Schools.....	Beaver Creek
Avery	R. T. Teague, Supt. Schools.....	Newland
Beaufort	H. B. Searight (part-time).....	Washington
Bertie	Herbert W. Early, Supt. Schools.....	Windsor
Bladen	W. W. Woodhouse, Supt. Schools.....	Elizabethtown
Brunswick	D. E. Robinson.....	Supply
Buncombe	A. W. Rymer.....	Asheville
	Miss Margaret Rogers, Girls' Probation Work.....	Asheville
	Douglass Clark, Negro Worker.....	Asheville
Burke	R. L. Patton, Supt. Schools.....	Morganton
Cabarrus	J. Herbert Brown.....	Concord
Caldwell	Miss Florence Boyd.....	Lenoir
Camden	L. L. Stevens.....	Indian Town
Carteret	Alvah Hamilton (part-time).....	Morehead City
Caswell	Robert W. Isley, Supt. Schools.....	Yanceyville
Catawba	Mrs. Stella J. Price.....	Newton
Chatham	Geo. H. Lawrence (part-time).....	Chapel Hill
Cherokee	Miss Elizabeth Smith.....	Murphy
Chowan	R. H. Bachman, Supt. Schools.....	Edenton
Clay	A. G. Bell, Supt. Schools.....	Hayesville
Cleveland	J. B. Smith.....	Shelby
Columbus	C. C. Russ, Supt. Schools.....	Whiteville
Craven	Mrs. John D. Whitford.....	New Bern
	Mrs. Charlotte Rhone, Negro Worker.....	New Bern
Cumberland	J. A. Martin, Jr.....	Fayetteville
Currituck	Miss Maud Newberry, Supt. Schools.....	Currituck
Dare	E. W. Pearson, Supt. Schools.....	Manteo
Davidson	J. W. Dickens, Jr.....	Lexington
Davie	Mrs. Queen Bess Kennen.....	Mocksville
Duplin	Horace Stewart.....	Wallace
Durham	W. E. Stanley.....	Durham
	Miss Margaret Clark, Assistant.....	Durham
	Geo. M. Clark, Probation Officer.....	Durham
	Mrs. Nannie Allen, Colored Worker.....	Durham
Edgecombe	Mrs. Sibyl G. Fields.....	Tarboro
Forsyth	A. W. Cline.....	Winston-Salem
	Mrs. Walter Thompson, Probation Officer.....	Winston-Salem
	C. A. Watts, Probation Officer.....	Winston-Salem
	Mrs. Sarah Ancrum, Colored Worker.....	Winston-Salem
Franklin	E. C. Perry.....	Louisburg
Gaston	Mrs. Gertrude K. Keller.....	Gastonia
	Miss Lillian R. Savage, Negro Worker.....	Gastonia
Gates	J. M. Glenn, Supt. Schools.....	Gatesville
Graham	J. H. Moody, Supt. Schools.....	Robbinsville
Granville	J. E. Jackson.....	Oxford

Greene	H. G. Roberson, Supt. Schools.....	Snow Hill
Guilford	Mrs. Blanche Carr Sterne.....	Greensboro
	Mrs. Georgia Hammond, Exec. Secy.....	High Point
	Forest H. Shufford, Probation Officer.....	High Point
Halifax	J. B. Hall.....	Scotland Neck
Harnett	Miss Dora Beck.....	Lillington
Haywood	W. C. Allen, Supt. Schools.....	Waynesville
Henderson	R. G. Anders, Supt. Schools.....	Hendersonville
Hertford	N. W. Britton, Supt. Schools.....	Winton
Hoke	W. P. Hawfield, Supt. Schools.....	Raeford
Hyde	G. M. Guthrie, Supt. Schools.....	Swan Quarter
Iredell	W. W. Holland.....	Statesville
Johnston	J. N. Wilson, Supt. Schools.....	Sylva
Johnston	Mrs. D. J. Thurston.....	Smithfield
Jones	Manly Fulcher, Supt. Schools.....	Trenton
Lee	E. O. McMahan (part-time).....	Sanford
Lenoir	G. B. Hanrahan.....	Kinston
Lincoln	L. Berge Beam, Supt. Schools.....	Lincolnton
	Miss Mary Hoffman, Assistant.....	Lincolnton
Macon	Mrs. Sam Franks (part-time).....	Franklin
Madison	O. S. Dillard, Supt. Schools.....	Marshall
Martin	R. A. Pope, Supt. Schools.....	Williamston
McDowell	Miss Mary M. Greenlee.....	Marion
Mecklenburg	M. M. Grey.....	Charlotte
	B. L. Baker.....	Charlotte
	Mrs. Marion Munn.....	Charlotte
	Mrs. Hattie Russell, Colored Worker.....	Charlotte
Mitchell	Jas. B. Deyton, Supt. Schools.....	Bakersville
Montgomery	I. S. Edwards, Supt. Schools.....	Troy
Moore	Miss Lucille Eifort.....	West End
Nash	Mrs. Anne H. Ditto.....	Nashville
New Hanover	W. P. McGlaughon.....	Wilmington
Northampton	P. J. Long, Supt. Schools.....	Jackson
Orange	Geo. H. Lawrence (part-time).....	Chapel Hill
Onslow	W. M. Thompson, Supt. Schools.....	Jacksonville
Pamlico	T. B. Attmore, Supt. Schools.....	Vandemere
Pasquotank	A. H. Outlaw.....	Elizabeth City
Pender	T. T. Murphy, Supt. Schools.....	Burgaw
Perquimans	E. E. Bundy, Supt. Schools.....	Hertford
Person	B. I. Satterfield, Supt. Schools.....	Roxboro
Pitt	K. T. Futrell.....	Greenville
Polk	Ira C. Swanman.....	Columbus
Randolph	R. M. Garner.....	Asheboro
Richmond	O. G. Reynolds.....	Rockingham
Robeson	Miss Elizabeth Frye.....	Red Springs
Rockingham	Mrs. J. M. Weatherly.....	Reidsville
Powan	Mrs. Mary O. Linton.....	Salisbury
Rutherford	R. E. Price (part-time).....	Rutherfordton
Sampson	D. W. Christeson.....	Clinton
Scotland	L. M. Peele, Supt. Schools.....	Laurinburg

Stanly	Z. V. Moss.....	Albemarle
Stokes	J. C. Carson, Supt. Schools.....	Germannton
Surry	I. F. Armfield.....	Low Gap
Swain	N. E. Wright, Supt. Schools.....	Bryson City
Transylvania	T. C. Henderson, Supt. Schools.....	Brevard
Tyrrell	W. D. Cox, Supt. Schools.....	Columbia
Union	F. H. Wolfe.....	Monroe
Vance	Mrs. W. B. Waddill.....	Henderson
Wake	Mrs. T. W. Bickett.....	Raleigh
	Mrs. Anna Lewis, Probation Officer.....	Raleigh
	H. D. Farrell, Probation Officer.....	Raleigh
	Miss Margery Edwards, Negro Worker.....	Raleigh
Warren	Miss Lucy Leach (part-time).....	Warrenton
Washington	John W. Darden, Supt. Schools.....	Plymouth
Watauga	Smith Hagaman, Supt. Schools.....	Boone
Wayne	R. H. Edwards.....	Goldsboro
	Mrs. Allie Hill Boney, Asst.....	Goldsboro
Wilkes	D. C. Sebastian.....	Hayes
Wilson	Jas. T. Barnes.....	Wilson
Yadkin	J. T. Reece, Supt. Schools.....	Yadkinville
Yancey	W. O. Griffith, Supt. Schools.....	Burnsville

DIVISION OF MENTAL HEALTH AND HYGIENE

The work of the Division of Mental Health and Hygiene falls logically into the following divisions:

- I. Mental examinations and case investigations.
- II. Educational Work.
- III. Acquisition and filing data.
- IV. Inspection of public and private institutions for nervous and mental cases.

I. MENTAL EXAMINATIONS AND CASE INVESTIGATIONS

The study of individual cases forms the principal part of the work of the division. It was the recognition of the need for an understanding of the part played by the mental condition in the many cases of social and economic mal-adjustments that are constantly being met in the school, home, courts, and the general community that brought about the establishment of this division as a part of the State Board of Charities and Public Welfare.

The scope of the division's activities in this aspect of its work is represented in Table I. The number of different sources from which cases have come to the division is particularly significant. It emphasizes the widespread recognition of the need for mental examinations. More calls for extensive study have been made than could be undertaken. The division has not even been able to give examinations to all of the individual cases for whom such requests have been made.

Table II gives a general summary of the types of cases with which the division has worked during the past two years.

In case anyone should compare the present report with that made two years ago, they will notice that the report two years ago shows a total of 847 cases examined by this division during the biennial period, while the present report shows a total of only 336 for a similar period. This marked difference in the number of cases examined indicates not a lesser degree of activity on the part of the staff of the division, but is to be explained by a decrease in that staff due to lack of funds, and also by the fact that there were no group examinations given during the present period.

To make this distinction clear the following facts are stated: for the period 1922-4, 268 of the cases were given group examinations, that is, given study collectively and not individually. All cases covered by

the present report were given individual examinations. This gives a total of 579 individual examinations in the previous period contrasted with 336 in the present period.

During the period 1922-4, 234 of the 579 cases given individual examination were examined by an assistant psychologist especially employed for approximately a six months period to make a study of the girls in residence at the State Industrial School, giving her entire time to this piece of work. During this same period 107 cases were given examinations by another assistant psychologist, a graduate student coöperating with the division in a research problem. The division has received no outside assistance of any kind during the present two year period. These figures show, then, that the regular staff of the division during the 1922-4 period made 238 individual examinations, as compared with 336 during the 1924-6 period.

II. EDUCATIONAL WORK

A very important part of the work of the division is to increase the knowledge within the State of the importance, both for the individual and for the community, of the mental health of each individual within the State. There are several ways in which this educational work is being done.

In so far as other duties will permit, the director of the division has given, when requested, lectures on the various aspects of the problems with which the division deals.

Every case successfully studied is in itself a source of education to each individual coming into contact with that case and with the results of the study. While this means of education is not so systematic as the two yet to be mentioned, yet it is probably one of the most important means. The facts learned in this manner are absolutely concrete, and the information is obtained without any feeling that definite instruction is being given. Such information is more apt to become an intimate part of the individual beliefs and attitudes than the information obtained by the more formal methods of lecture and text-books. In this connection it is very interesting and encouraging to note the number of institutions that are insisting on examination of applicants for admission. There is a decided increase in the number of orphanages that are requesting examination of applicants. This fact is not seen by the number of orphanage children examined during the last biennial period as compared with the preceding biennial period, since in the present period more cases have been examined *previous* to admission rather than *after*, and have been given in every case individual rather than

group examinations. These cases then have usually been listed in Table II under the county superintendent of public welfare whose offices requested the examination.

That the work of the division is found to be of actual value in the effective placing of children is clearly brought out by the current report of Wright Refuge of Durham. This organization has consistently followed the plan of having all of its children given mental examinations. We quote from this report the following reference to the work of the clinics held there by this division: "The results of the studies made have been invaluable to us in dealing with the children and in determining where to place them when they leave us. The kindest thing we can do for a dependent child is to place him where his native possibilities will be developed to the greatest extent. The most cruel thing that can be done to a child is to place him where more will be expected of him than it is in his power to attain, however hard he should try. It is the ability to get along with people, the satisfaction of successful accomplishment, that makes life worth living for any of us. Any study which helps us smooth out the kinks in a child's disposition and points the way to placing him where he will be happiest, thus preventing a square peg in a round hole, is of the utmost importance to the child and to society. . . . As time goes on, and we observe the children who have gone out, the value of this clinic is increasingly apparent."

Special Studies

In the report for the preceding biennial period we were fortunate to be able to report two special studies, one of which had been conducted directly by the division, and the other under the supervision of the division. Both of these we consider highly valuable. We regret that there is no possibility of reporting work of this nature at this time. There are many special studies that need to be made in connection with special groups and special institutions, both public and private. The limited personnel of the staff of the division; the limited fund appropriated for the work of the division; together with the necessarily larger amount of detailed work in the nature of individual examinations, calls for information and advice, and the filing of data, which has come about through the increasing knowledge throughout the State of the work of the division; makes such special studies impossible.

Exhibits

The division prepared a graphic exhibit, consisting largely of photographs with explanatory captions for the North Carolina Conference for Social Service held in Greensboro. Part of this exhibit was repro-

duced in the *Public Welfare Progress* of July, 1926, and in turn copied by *The Nation's Health* of September 15, 1926. This incident is important in showing how the work of special divisions of the State Board are intercorrelated; thus, the coöperation of the Division of Mental Health and Hygiene and the Division of Promotion and Publicity has been one of the means of leading to nationalizing the scope of educational work.

III. ACQUISITION AND FILING OF DATA

Since an understanding of any case is greatly assisted by an understanding of the family from which the individual comes, it is necessary to so arrange all data secured concerning any individual studied as to make it at once available to throw light upon any subsequent new cases from that family that may come to the attention of the division. Moreover, there are many individuals who are receiving care from public and private institutions for nervous and mental cases, from public and private charitable institutions, and from penal and correctionary institutions, who are related to present or future cases of this division. Besides this, the newspapers are constantly giving accounts of the abnormal behavior of individuals within this State. It is possible to secure further information of a similar nature from various city, county, and State officials, as well as from private individuals.

The division is making an effort to secure as much as possible of this valuable information from the above mentioned sources. As a result, there have been added to the files of the division during the present biennial period 5726 (5 x 3) cards in the index file.

All the information on these cards is considered as strictly confidential, yet any pertinent part of it is available to any accredited official presenting the name of some individual concerning whose family history he may desire information for the purpose of the better handling of the problems of the individual in question.

IV. INSPECTION OF PUBLIC AND PRIVATE INSTITUTIONS

The State laws require the State Board of Charities and Public Welfare to make an investigation of all public and private institutions within the State. The State Board in turn has assigned to the Division of Mental Health and Hygiene those institutions that care for nervous and mental cases.

This duty has been particularly arduous, and has consumed far more than its proportionate amount of time during the present biennial period. This is true because it became necessary to make an extended

investigation of one of the private hospitals for mental cases, namely, Highland Hospital, Asheville, under the administration of Dr. Robert S. Carroll. This investigation was started in the biennial period, 1922-4, and was continued all through the present biennium (occupying a total number of staff working hours, during the present biennial period, in investigation and legal proceedings of 180 hours), and is extending further into the 1926-8 period. Investigation was instituted as a result of long continued rumors as to grossly immoral conduct on the part of Dr. Carroll with the nurses and women patients of his institution. An investigation of these rumors resulted in the accumulation of a body of evidence which was submitted to the Attorney-General. Upon his advice there was: In the first place, an informal presentation of the evidence in his office in the presence of Doctor Carroll and his attorneys, and of representatives of the State Board of Charities and Public Welfare. This was followed in the second place, through the advice of the Attorney-General, by the filing of formal charges with the State Board of Medical Examiners. As a result of the hearings before this body, there was a unanimous decision to revoke Doctor Carroll's license to practice medicine in North Carolina.

The status of this matter is still not definitely determined, as Doctor Carroll has appealed, through his attorneys, from the decision of the State Board of Medical Examiners to the Superior Court of Buncombe County. The State Board of Charities and Public Welfare has further, through the Attorney-General's office, brought action, as provided by law, to revoke the license of Highland Hospital.

Inspection of State Hospitals for the Insane

In the inspection of State hospitals for the present two year period, there was still evident a need for many of the changes recommended in both of our previous reports. The principal needs to be mentioned in this connection are: (1) increase in the size of the medical staff; (2) increase in number of nurses and attendants; (3) increase in the capacity of each hospital to take care of all patients needing hospital attention; (4) re-organization and much increased use of occupational and recreational therapy. At the present time there seems to be much more of an emphasis on the output made by the patients in the various occupational fields than upon the value to the patients of the work attempted, thus, at one State institution the following situation was found to exist: Only one man is used for the making of brooms. This patient is able to work well and practically to keep the institution supplied with brooms. Many more inmates would be benefited if given an

opportunity to make brooms although the brooms, at least at first, might not be so well made and there would be required an instructor to train the patients in this work. Only a small number are used in the carpenter shops. Only four patients are given employment in the making of mattresses, and only three or four in the caning of chairs. Very few, around 12 or 15, are given training in needle work, weaving, etc. This work also, since the war, has been confined entirely to the women. Many male patients would be benefited by working in rug weaving.

In this connection it should be especially emphasized that provision should be made for the extension of the benefits of occupational and recreational therapy to the Department of the Criminal Insane. At the present time there is no provision for the using of either of these types of therapy with this group of patients.

In some large public hospitals for the insane the type and extent of occupation is prescribed for the patients by the physician. In these cases occupation is used by the medical staff as therapy just as drugs are used.

(5) Increase in the use of trained psychological social workers.

In addition we wish to recommend: (6) the remodeling of certain so-called "strong rooms" or "protected rooms." The modern tendency is to dispense more and more with the so-called "strong room." Where it is necessary to segregate an excited patient, either for the protection of himself or others, a sufficient number of attendants should be provided to give adequate observation of the patient so that he does not harm himself. Thus it would be unnecessary to provide mechanical restraint. In mild and moderate cases of excitement, occupational—recreational—and hydro-therapy; and even in the extreme cases, hydro-therapy is an aid. Windows of the protected rooms should not be smaller nor placed higher than in other rooms. Adequate air space and light should be provided. There should be no boarding of windows or transoms.

(7) There should be adequate screening of all buildings not thus equipped at the present time. At one of the colonies in connection with one of the State institutions there was an extremely large number of flies. We saw a child of perhaps eight or ten so helpless that he had to be tube-fed. He was lying on an unscreened bed absolutely unable to protect himself from the flies which swarmed over him. A patient was seated by him giving inadequate protection by swinging a cloth over the boy's head. How much more inadequate this protection was when neither we nor the attendants were near, it is impossible to say.

(8) State Hospital for the Insane, Raleigh, N. C.

There are thirty children at the epileptic colony under fifteen years of age, according to a statement made by the medical director. Something in the way of special training and occupational therapy should be provided for these children, who now spend most of their time in idleness.

(9) The buildings for the criminal insane at the State Hospital for the Insane at Raleigh and at the State Hospital for the Colored Insane at Goldsboro, are poorly located. They should be used for some other purpose and new buildings or separate colonies provided for these classes of patients in both instances. They are too near the buildings where the other insane patients are kept. Very little space is provided for outdoor exercise, and this is poorly protected. The criminal insane do not get the benefit of either outdoor exercise, recreation or occupational therapy except to a very limited extent.

(10) Removal of drug addicts and inebriates.

This class of patients should be entirely removed from those who are declared definitely insane. As it is now they are kept together in the wards, the dining rooms and the living rooms. It is extremely depressing to those who are being treated for drug addiction to be subjected to constant association with the insane and not conducive to cure. On the other hand, according to a statement made by the medical director, the presence of this type of patient, mentally normal as a usual thing when not under the influence of drugs, is a demoralizing influence among the insane.

Needs of the Division

At the present time the division has a staff consisting of a director employed on a one-third time basis and a secretary employed on a half time basis. During the last biennial period we were allowed, in addition, sufficient funds to supplement the routine office work and some of the psychological work. This support, however, due to a cut in appropriations, was impossible during this biennium.

It will be readily understood that, with so limited a staff, it is absolutely impossible to even approach meeting the needs of the people of the State and of the State institutions and departments for services of the type rendered by this division. If the division is to keep pace with the demands made upon it and to come anywhere near rendering the type of service that is actually needed, the minimum provisions which should be made for an increase in its staff are:

1. A full-time secretary with psychological training, capable of directing the office routine and doing part of the psychological work.
2. A full-time office assistant to do the stenographic and filing work.
3. A full-time assistant psychologist.

4. A full-time psychiatric social worker.

Only by such provision is the division going to be able to increase the extent of its services or to give an improved service.

Table I

Sources from which cases were referred to Division of Mental Health and Hygiene, July 1, 1924, to June 30, 1926, inclusive:

		Total
I. State Departments and Institutions:		
(1) State Board of Charities and Public Welfare.....	7	
(2) State Industrial School for Girls.....	2	
(3) University of North Carolina.....	6	
(4) North Carolina School for the Blind.....	13	
(5) Department of Vocational Rehabilitation.....	2	
(6) State Pardon Commissioner.....	3	
(7) State Prison Physician.....	1	34
II. County Organizations and Officials:		
(1) Superintendents of Public Welfare:		
County		
Alamance	1	
Davidson	11	
Durham	1	
Forsyth	1	
Guilford	22	
Johnston	3	
Mecklenburg	3	
Orange	14	
Vance	1	
Wake	29	
Wilson	2	88
(2) Probation Officers:		
Guilford County.....	61	
Orange County.....	6	
Wake County.....	19	86
(3) School Superintendents:		
Waynesville Twp.	37	
(4) Visiting Teachers:		
Mecklenburg County	22	233
III. Orphanages and Child-Placing Societies:		
(1) North Carolina Children's Home Society, Inc.....	4	
(2) Children's Home, Winston-Salem, N. C.....	2	
(3) Wright Refuge, Durham, N. C.....	41	47

IV. Miscellaneous:

(1) Personal application of individual.....	8
(2) Attorneys individual.....	3
(3) Relatives and friends.....	8
(4) Physicians	3 22
Total.....	336

Table II
Distribution of Intelligence Quotients

The intelligence quotient represents numerically the approximate percentage of normality in relation to general intelligence. Thus, an individual who has an intelligence quotient of 20 has only about 20 per cent as high a general intelligence as does the average individual. As a general rule, other diagnoses being ruled out, an intelligence quotient of less than 70 or 75 indicates feeble-mindedness.

Intelligence Quotients		Number Cases	Intelligence Quotients		Number Cases
Below	25	3	Below	72	4
	25	1		73	9
	26	1		74	8
	30	1		75	8
	32	1		76	9
	34	1		77	3
	38	2		78	7
	39	1		79	3
	40	2		80	6
	42	2		81	3
	43	3		82	6
	44	4		83	5
	45	4		84	4
	46	2		85	4
	47	4		86	3
	48	5		87	1
	49	6		88	2
	50	1		89	1
	51	8		90	1
	52	2		91	2
	53	6		92	3
	54	6		93	2
	55	3		94	3
	56	5		95	3
	57	9		96	2
	58	3		98	1
	59	8		99	1
	60	8		100	2
	61	6		104	1
	62	11		105	1
	63	8		106	2
	64	4		107	1
	65	10		108	1
	66	8		109	1
	67	2		111	1
	68	12		119	1
	69	4		126	1
	70	8		135	1
	71	9			
Total.....		184	Total.....		117
					301

Summary of All Cases Handled

1. Total number of cases given Terman Intelligence Tests, as listed above.....	301
2. Number diagnosed definitely feeble-minded without the obtaining of intelligence quotients.....	9
3. Number given group intelligence examination (only).....	1
4. Psychoneuroses (including 6 psychoanalytic cases).....	14
5. Dementia praecox	2
6. Mental Deterioration	1
7. General Paralysis	1
8. Mental condition (?) *.....	7
Total.....	336

*Mental condition undetermined.

Table III

Age distribution of cases examined by Division of Mental Health and Hygiene, July 1, 1924, to June 30, 1926, inclusive:

Age	SEX		Total
	Male	Female	
1 year.....		2	2
3 years.....	3	2	5
4 years.....	1	7	8
5 years.....	8	2	10
6 years.....	8	8	16
7 years.....	12	3	15
8 years.....	12	8	20
9 years.....	16	8	24
10 years.....	20	11	31
11 years.....	26	15	41
12 years.....	28	5	33
13 years.....	36	5	41
14 years.....	11	7	18
15 years.....	11	2	13
16 years.....	4	5	9
17 years.....	6	2	8
18 years.....	2	1	3
19 years.....		2	2
20 years.....	4		4
21 years.....	1		1
22 years.....		1	1
23 years.....	2	1	3
24 years.....	1		1
25 years.....	1		1
26 years.....	1		1
27 years.....	1		1
30 years.....	1		1
32 years.....		1	1
33 years.....	1	1	2
34 years.....	1		1
35 years.....		1	1
39 years.....		1	1
40 years.....	1		1
54 years.....	1		1
65 years.....	1		1
Adult*.....	7	5	12
Data incomplete*.....	1	1	2
Total.....	229	107	336

*Exact ages not known.

NOTE.—Included in the above figures are 17 Negroes tested by this division as follows: 16 males of following ages—1 nine, 3 ten, 1 eleven, 1 twelve, 2 thirteen, 2 fourteen, 1 fifteen, 1 sixteen, 1 seventeen, 1 twenty, 1 forty, 1 sixty-five, and one female sixteen years old.

State Institutions for the Insane

STATE HOSPITAL FOR THE INSANE, Raleigh, N. C.

Capacity—1,491.

Superintendent—Albert Anderson, M.D.

STATE HOSPITAL FOR THE INSANE, Morganton, N. C.

Capacity—1,785.

Superintendent—John McCampbell, M.D.

STATE HOSPITAL FOR THE COLORED INSANE, Goldsboro, N. C.

Capacity—1,557.

Superintendent—W. C. Linville, M.D.

DIVISION OF EDUCATION AND PUBLICITY

Aims of the Division

The Division of Education and Publicity aims to acquaint the people of the State with the work of the State Board of Charities and Public Welfare, in order to increase sound and intelligent support. It tries to educate the public in regard to social problems and their remedies. Although the division proceeds along certain definite lines it avails itself of every opportunity, no matter how unusual or how small, to further interest in all social work.

News Service

News stories and features on various phases of the work are constantly issued to the papers of the State. During the biennial period, 116 news stories were released. It is this part of the work of the division, which is of widest scope and is, perhaps, of most importance.

The press of the State has been of great assistance. Full space has been given to the news matter released and favorable editorial comment has been frequent. During the Annual Institutes for Public Welfare, several releases were made daily, and these were carried in full, with few exceptions.

A full-page article on prison conditions in North Carolina, printed by the *Charlotte Observer*, to which the Commissioner contributed most of the material, drew wide attention to the State's penal system as it is managed through its many forms of institutions. This article was reprinted almost in entirety in the *New York World*.

A special article on the work done in the State for crippled children was prepared for *The Crippled Child*. A chapter on Public Welfare Work, was contributed to the bulletin prepared by the North Carolina League of Women Voters, entitled, "Studies in Citizenship."

A unique piece of publicity consisted of a speech which was made by Miss Elizabeth Kelly from Radio Station WLS, Chicago, during a series of talks on North Carolina in March, 1926. One of the series was devoted to public health and public welfare in the State, and it was heard by an audience estimated at several million people.

Public Welfare Progress

Public Welfare Progress, the monthly publication of the State Board of Charities and Public Welfare, is issued for free distribution. It is not primarily a news sheet, nor an exchange of ideas among social

workers. It is written for the average reader in order to interest him in the work of the board.

Special attention has been paid to the mailing list for *Public Welfare Progress*, in order to see that all who should see the publication, should be included. All the libraries in the State are on the mailing list, and during the school months, copies of the *Progress* have been sent to several institutions which requested them, for distribution among the students in classes on social problems.

Copies of *Public Welfare Progress*, and other publications were on hand for free distribution at the 1924 State Fair, at the Public Welfare Institutes in July, 1924, and July, 1925, at the Social Service Conference in Greensboro, in March, 1926, and at the meeting of the State Federation of Women's Clubs in Asheville in May, 1926.

In October, 1924, a special issue of the *Progress*, outlining the history and work of the State Board of Charities and Public Welfare, was printed and distributed at the State Fair.

In February, 1926, a special "County Organization Number" of *Public Welfare Progress* was issued, with the head of the Division of County Organization as associate editor. In June, 1926, the "Children's Division Number" appeared, under a similar arrangement.

Special Bulletins

In February, 1926, revised editions of the juvenile court bulletin entitled "A Square Deal for the Child," and of the leaflet on Mothers' Aid were printed.

A *Handbook on Mothers' Aid*, written by the State Director of Mothers' Aid, Emeth Tuttle, was published in April, 1926.

Books

Special efforts have been made in the copies of *Public Welfare Progress* to urge welfare workers and others interested in social work in the State, to study and read standard books on the various phases of social work. Monthly lists have been published, through the co-operation of the State Library Commission at Raleigh, and any books recommended have been made available to the reading public by the Commission, merely for the payment of the postage.

A list of books for the library of the new Tuttle Memorial Training School, at Raleigh, for Negro women social workers, was prepared by the head of the division.

At the request of the chairman of the Public Welfare Department of the State Federation of Women's Clubs, a list of twelve books on social problems, was prepared by the head of the division, and copies of the list were distributed at the annual meeting of the Federation in May, 1926, by the State Library Commission.

Requests for Material

The division fills all requests for material on the work of the board, and as far as possible, the numerous requests which are made for material on social work in general. Accounts of the work of the State Board of Charities and Public Welfare to be used in preparing articles or addresses have been in constant demand, showing the increasing interest in the work of the board. There have been numerous requests for biographical sketches of the Commissioner.

In connection with this phase of the work of the division, a very definite effort to keep clippings from the State papers, of all articles and editorials pertaining to the work of the board, is made. These have been of great value to members of the staff and others, for reference material.

Exhibits

At the State Fair in October, 1924, an exhibit, showing the work of the various divisions, was prepared by the head of the division.

At the time of the North Carolina Conference for Social Service in March, 1926, invitations were issued by the Division of Institutions to all child-caring institutions to send exhibits. The Division of Education and Publicity assisted in arranging these exhibits, as well as those from the different divisions of the board, and from the Laura Spelman-Rockefeller Demonstration. The institutions which sent exhibits of the work done by the children were: Barium Springs Orphanage, Thomasville Baptist Orphanage, Memorial Industrial School for Negro Children at Winston-Salem, Caswell Training School for Mental Defectives, the North Carolina School for Deaf and Dumb Children at Morganton, and the State Orthopedic Hospital.

The Wake Charts, prepared by Emeth Tuttle, to show the expense to the county and State of one feeble-minded family have been pursuing a useful career. They were exhibited at the Social Service Conference in 1926, before a meeting of the Durham Woman's Club, before the Tarboro Woman's Club and many other groups. On one trip they were used by the Marshall Social Service League in Iowa, and by the Dakota County Welfare Association in Minnesota.

Public Welfare Institutes

In order to promote supplementary training for social workers, Institutes for Public Welfare have been held each summer since 1921, at the University of North Carolina in conjunction with the School of Public Welfare. Fifty-six persons attended the institutes in 1924, and 76 in 1925. Special lecturers for the 1924 sessions included: Dr. C. C. Carstens, Director of the Child Welfare League of America and Judge W. S. Criswell, judge of the juvenile court of Jacksonville, Florida. In 1925, Dr. R. R. Reeder, Director of the Marsh Foundation School at Van Wert, Ohio, and Dr. E. C. Branson, Professor of Rural Sociology at the University of North Carolina, were among the speakers.

Addresses

Addresses by members of the board, by the Commissioner of Public Welfare and other members of the staff, complete the plan by which the Division of Education and Publicity acquaints the people of the State with the efforts of the State Board of Charities and Public Welfare to solve North Carolina's social problems.

DIVISION OF WORK AMONG NEGROES

This, the first report of the Division of Work Among Negroes, affords opportunity for a brief statement outlining the purpose of the division; its major two-fold program; the subsequent organization and development; its accomplishments; a brief summary of aims and objectives for the future; and recommendations.

The State Board of Charities has endeavored over a period of years to provide a social welfare program for Negroes; but lack of funds prevented any organized effort in this field of Negro work. Through means of part of a joint grant from the Laura Spelman-Rockefeller Memorial Fund, to the State Board of Charities and Public Welfare and the School of Public Welfare of the University of North Carolina for a Four-County Demonstration, the Division of Work Among Negroes was created January 1, 1925. In establishing the Negro Division it was the hope of the State Board that a demonstration program could be put on with the ultimate idea in view of using the results obtained as the basis for developing a state-wide public welfare program for Negroes. In working out the program of the Negro Division, close contact has been maintained with the several other divisions which operate under the State Board of Charities.

The purpose which led to the creation of this important department was to meet in some measure a long recognized need for a constructive state-wide program of social work for Negroes. Two objectives of the division are: intelligent study of Negro life with its social problems; and the developing of programs in the community through the stimulating of coöperative self-help effort on the part of the Negroes. The division from the beginning has had to "blaze a trail" in the development of a social welfare program for the Negro population. North Carolina was the first state in the Union to attempt, in a very concrete manner, the active promotion of a public welfare program for Negroes. The effort, started as a venture of faith in the possibilities of a race to develop its own leaders, and organize its social forces for community betterment, had only the general principles of social work technic to guide the initial steps. However, real progress and constructive results in the social well-being of a people handicapped by bad traditional environmental influences plus a variety of social diseases, have rewarded the efforts of workers in this pioneer field.

From the start the idea has been stressed that welfare work of a constructive nature for Negroes, could not be "put over on them" but, that on the other hand, the work, if it was to prove worthwhile and permanent in character, must be developed with the Negroes fully understanding and assuming in large degree responsibility in solving their own

problems. With the full realization that policies cannot be defined and intelligently carried out without a knowledge of the conditions which exist in the field, the director of the division has endeavored to make short social studies of cross-sections of Negro life in several typical communities. The results of these studies have served as a basis for determining the policies which guided each step in the program development.

An outline of objectives of the division will serve to present a pen picture of the progress made, and also afford a basis for measuring or evaluating the results obtained. Were adequate funds and trained personnel available, and had the division attempted a remedial type of social work for Negroes, the whole program would have been submerged beneath a mass of social ills and problems of racial mal-adjustment, most complex in character, and most difficult of solving. The constructive note has been emphasized.

THE PROBLEM

The masses of Negroes crowded in the mean quarters of North Carolina cities present problems in human depravity that can only be relieved by slow growth and the planting of desire among these people themselves to improve their condition. The squalid shacks of poor Negroes and the filthy "bed houses" where a great army of migrants live for a day or a week present basic problems that must be dealt with if any good is to come from the work.

Here are the hotbeds of disease, crime, and mental defectiveness that must be cleaned up if both races are not to suffer from the effect of these social ills in an ever increasing degree. The work is far too great for any quick success or early results. But a start has been made.

The lack of wholesome recreational facilities presents an ugly situation along beside the rather large number of questionable dance halls, gambling "clubs," and even more vicious resorts. The apathy of the Negro of the lower class is probably an even worse situation. The development of a program of public welfare cannot be left a problem for the white people to deal with. It is inherently a question for the Negro to solve for himself. It must come about through education and the efforts of the trained leaders of the race for their poorer and less intelligent fellows. Hundreds of Negroes are found living in filthy houses when they are able to live in cleaner and better ones. Many Negroes of the lower class, whatever their ability to pay for houses, do not keep their homes in decent condition. There is a slothfulness, an ignorance, and a dreadful carelessness among them.

NEGRO MIGRATION

The serious crime wave which held Asheville and Buncombe County in its grasp during the months of August and September, 1925, was a

symptom of a more fundamental social disorder. Asheville is located in the extreme western part of the State, where one finds within a radius of forty miles, the State line of Georgia, Tennessee and South Carolina. Long ago North Carolina assumed leadership over the entire South in the fields of Negro education, health, and social welfare. The states contiguous have not kept pace with the progressive, constructive program North Carolina provides for the welfare of the Negro within its borders. Negroes in the adjoining states, noting the increased opportunities and achievements of the Negroes in North Carolina, have migrated to the State in large numbers during the past five years. This transient group make up about fifty per cent of the inmates of the State institutions for delinquents, dependents, and defectives. Their coming has had a tendency to break down the higher and better economic and social status of their North Carolina brother. The seriousness of this problem may be better judged by a perusal of the following facts. During the year 1925 seventy per cent of the Negroes convicted in the courts of Buncombe County were migrants from adjoining states. During the last three months of the year nine illegitimate infants of young South Carolina Negro mothers have been buried in the Buncombe County Home Cemetery. What is true in Buncombe County touching the social welfare of the Negro is equally true in many other counties of North Carolina, particularly the border counties, and large industrial centers like Winston-Salem, Durham, and Rocky Mount. The native Negro population in itself presents many social, health, and economic problems which tax the facilities of the State's social agencies and institutions. Add to these problems the social ills and human weaknesses of a large group of ignorant and socially sick Negroes from other states, and we have a situation that abounds with many complexities. The Asheville situation is noted here as an example of a type of social problem with a racial complex, which, if not early recognized and intelligently studied and treated, will place an added burden on the already heavily taxed population.

OTHER CONTRIBUTING FACTORS

The traffic in liquor, the narcotic evil, the mental defective, the delinquent girl, the woeful lack of a constructive industrial program for Negro women and girls serving sentences in the county jails of the State, each of these problems touches the community life of the State, and all are contributing factors toward filling our many institutions, and making the whole social structure a "house of trouble," this, through the reproduction of their kind. One cannot survey the human family in North Carolina, particularly the Negro group, without seeing the urgent need for a program of remedial social work. But, of far more importance is the crying need, apparent on every hand, for the Negro

to be roused from his lethargic state, and catching the vision of self-help, through an active participation in the solving of his own problems, develop into a contributing group in the progressive program of making North Carolina a better place for all men to live in.

Feeble-Mindedness

The problem of the feeble-minded Negro is a most difficult one, and a serious social liability affecting the general welfare of North Carolina. The State makes no provision for the care or treatment of this unfortunate group. While it is the primary duty of the State to provide adequate facilities and treatment for the insane, it is equally as important to afford special provisions for the treatment of the feeble-minded. The mere extent of the problem of feeble-mindedness will ever render it necessary for the State to play the chief role in dealing with what is the most menacing of all social dangers.

The State Hospital for the Negro Insane at Goldsboro, which has provision for the treatment of about 1,200 patients, has been forced to refuse admission to new patients unless the county from which a patient is sent will consent to the parole of a less violent patient—thus effecting an exchange of patients. Unless a Negro mental defective is violently insane, he is left free to pursue his way, until in the course of events he becomes a public charge in the county home or other public institution or is received as a regular “member” of one of the county chain gangs.

The Hospital for the Negro Insane at Goldsboro has been forced to care for patients who belong in an institution for the feeble-minded. The provision of a unit at the Caswell Training School to care for the Negro mental defective would be most helpful. They would, of course, be entirely separate from the white inmates but under the same scientific supervision.

THE PROGRAM OUTLINED

A. ORGANIZATION OBJECTIVES

The organization of social forces in twenty-five Negro communities, with the county as the unit of organization.

Visits to county welfare office by director of Negro Division for conference with superintendent of public welfare, members of the county welfare board, and other officials of the county, city or town. Conference with representative local Negro group. The purpose of these conferences to develop a live interest in the proposed program.

Selection and appointment of Negro advisory committee of seven persons in each county. This committee to serve as an auxiliary body to the county board of public welfare and the superintendent of public welfare.

Cross-section survey of social conditions among Negroes.

Meeting of Negro advisory committee with superintendent of public welfare and members of the county board of welfare. Purpose: To discuss ways and means of raising budget to finance salary and expenses of a full-time Negro welfare assistant, and such other necessary items in the promotion of county-wide welfare program.

Appointment of trained Negro social worker as assistant to the superintendent of public welfare. This appointment to be approved by the State Commissioner of Public Welfare.

Educational group meetings in community centers throughout county, closing with a county-wide mass meeting held in the county court house. The closing mass meeting is usually interracial in character, invitations are sent to all county officials and other interested white leaders and organizations.

NOTE:—The steps outlined above in the process of organizing the social forces in a Negro community usually take about three months to be gotten well under way.

The director of the division coöperates in an advisory capacity.

B. ACTIVITIES

The organization of a Parent-Teacher Association or Community League.

Correlating the Negro county welfare program with the State, county, and city programs of education, health, etc.

Proper enforcement of the Compulsory School Attendance Law. Study of the causes and the placing of responsibility for the many flagrant violations of the attendance law.

Providing recreational facilities in Negro communities. Stimulating an interest in community music, through the organization of choral societies, with special study of Negro folk songs and "Spirituals." Providing playgrounds.

Inquiry into the housing situation.

Development of the schoolhouse as the community center.

Remedial social service program in coöperation with superintendent of public welfare, Associated Charities, and other social agencies and institutions.

Interesting Negro churches and fraternal organizations in the value of coöperative effort, in their contributions to worthy objects of charity; conserving thereby, time, effort, and money.

Coöperating with Jeanes Worker, Farm Demonstration Agent, Home Agent and Public Health Nurse.

Organization of orthopedic, mental health, and T. B. clinics.

REVIEW OF ACCOMPLISHMENTS

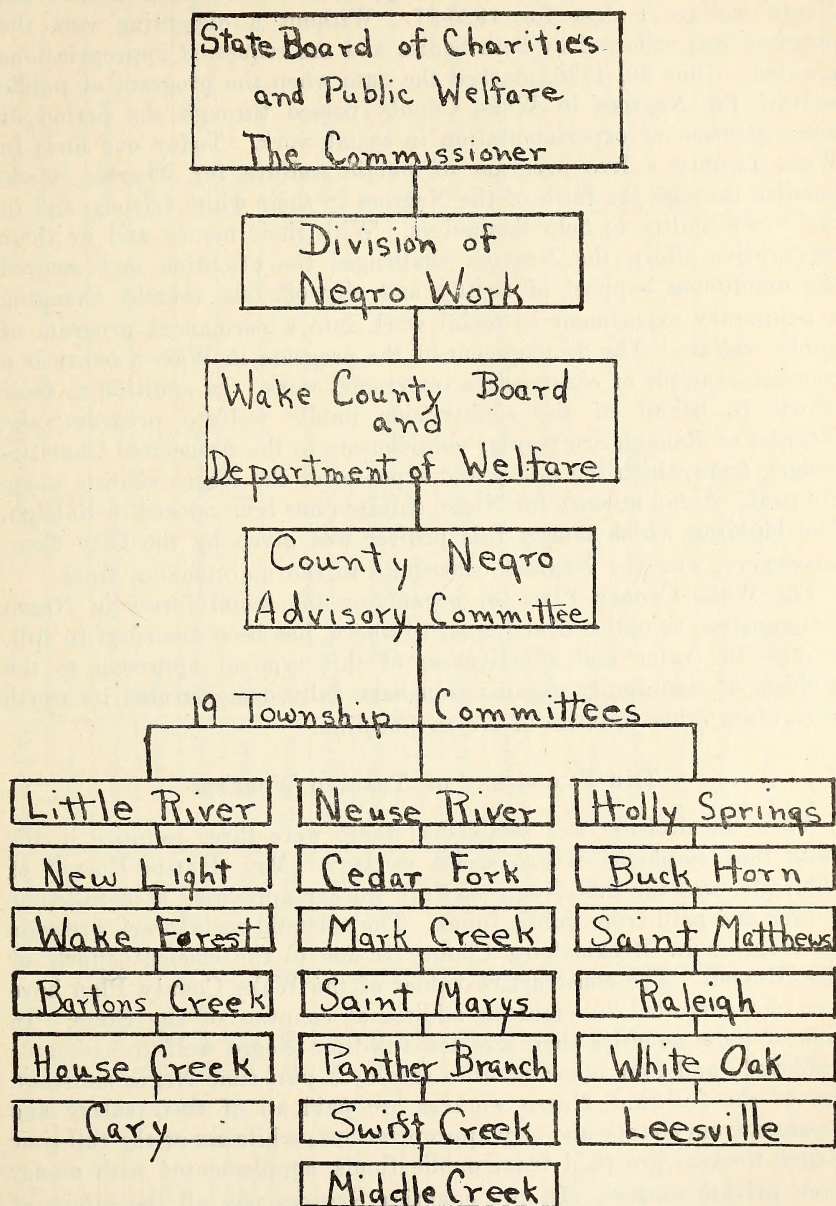
Two policies decided upon at the beginning of the Negro welfare program are briefly stated here. Since so little had been accomplished for Negroes in the field of public welfare, it was thought best that the first steps, while slow, must necessarily be educational in character; also, that in formulating a program of public welfare work for Negroes, one of the most important functions of the division would be the gathering of facts and other related data concerning Negro life and social conditions affecting same. A careful study and analysis of the material obtained would make it possible for the division to interpret the results in the light of the social needs of the Negro population, and all efforts could be intelligently directed toward organizing the social forces in Negro communities.

A CONCRETE EXAMPLE

To measure the progress made and to evaluate the results obtained during the first eighteen months that the division has been functioning, the following concrete examples are given. It was planned at the outset to show in four counties, "The effectiveness and value of public welfare work, when it is well organized and adequately financed." Wake County was chosen as the first county in which to initiate the program of public welfare among the Negroes. (Attention is invited to facts appearing under the heading, "The Program Outlined.") Thursday, January 8, 1925, the first meeting in the program of developing a Negro welfare program for Negroes in North Carolina, was held in the office of Mrs. T. W. Bickett, Superintendent of Public Welfare for Wake County. The following members of the county Negro advisory committee were present at this meeting: Berry O'Kelly, Dr. Lemuel T. Delaney, Mrs. Addie L. Alexander, Britton Pearce, and Miss Margie Paschal. In a

small office located on the third floor of the Wake County court house, this little group of pioneers met, and formally launched the first county-wide public welfare program for Negroes. The first meeting was followed by small group meetings in outlying sections of the county. At subsequent meetings of the county committee, the social needs, and resources of the Negro population were studied and evaluated. A suggested program and budget to finance the program were discussed and informally adopted with reservations. The amount of the budget was \$1,500. The county was then divided into township units for the purpose of bringing the more distant communities into a closer relationship with the aims and objectives of the county-wide program. In each of the eighteen townships a Negro welfare committee of three persons was appointed by Mrs. Bickett; the members of these township committees serve as the contact between the Negro county welfare committee and the local township. A definite quota of the suggested budget was assigned each township and the local Negro committee was assigned the task of keeping the objectives of the program before their community and of collecting the quota. Following the appointment of township committees and naming of township quotas, a mass meeting was held in each of the townships. At the township meetings the county-wide welfare program was outlined and explained in detail. The closing meeting of this group was held in the Wake County court house, with representatives present from all the townships. At the Raleigh meeting a musical program of "Spirituals" was rendered, and speeches were made by representatives of the eighteen townships, and other prominent Negro citizens. Short talks were made by city and county officials. At the final meeting township committeemen reported a total of \$900 in cash and \$500 in pledges to be applied on the budget. The money was turned over to county officials with the understanding that when the total amount of the budget was raised, a trained Negro social worker would be named as assistant in the office of the Superintendent of Public Welfare.

Beginning September 1, 1925, Miss Margery Edwards was appointed and started on her duties as county Negro welfare assistant. The period, October 1, 1925, to June 30, 1926, witnessed a most phenomenal growth in the development of the Wake County welfare program for Negroes. Miss Edwards brought to the work a fund of training and experience in social work, since she had served for over seven years as a member of the staff of the Episcopal City Mission, Philadelphia. The "Wake County Plan" as it is now known throughout the State, was received in a most kindly manner by county and city officials. Only through the wholehearted interest and support of the Wake County Commissioners and the City Commissioners of Raleigh could the present results have been achieved. After nine months demonstration of the need and value of welfare work for Negroes, the county of Wake and



THE WAKE COUNTY PLAN FOR ORGANIZING THE SOCIAL FORCES
IN A NEGRO COMMUNITY

the city of Raleigh were asked to appropriate \$600 each toward the Negro welfare budget for 1926-27. Without a dissenting vote the program was endorsed by both bodies and the requested appropriations granted. June 30, 1926, marked the date when the program of public welfare for Negroes in Wake County passed through the period of demonstration or experimentation in social work. Today one finds in Wake County a live program of public welfare for Negroes, made possible through the faith of the Negroes in their white friends, and in their own ability to help themselves. With their money and by their coöperative effort, the Negroes challenged the attention and secured the unanimous support of county and city officials, thereby changing a temporary experiment in social work into a permanent program of public welfare. The development of the program in Wake County is a concrete example of constructive interracial work. In addition to their efforts in behalf of the county-wide public welfare program, the Negroes of Raleigh are regular contributors to the Associated Charities budget, from which the salary and expenses of the Negro visiting nurse are paid. A day nursery for Negro children has been opened in Raleigh. The building which houses this project was given by the City Commissioners; and the Negroes contribute to the maintenance fund.

The Wake County Plan for organizing the social forces in Negro communities, as outlined and detailed above, has been described in full, because the value and effectiveness of this type of approach to the problem of community organization have fully demonstrated its worth in eighteen other counties of North Carolina.

THE PLACEMENT OF TRAINED WORKERS

When the division was established there were three counties in the State that employed Negro social workers. Mrs. Hattie Russell of Charlotte, was the first Negro welfare worker appointed as a full-time worker and paid from public funds. The splendid social work program for Negroes in Mecklenburg County is due to the efficient efforts of Mrs. Russell. The constructive values of the Wake County Plan have been demonstrated in eighteen additional counties of the State. In nine of these counties there are ten full-time Negro welfare assistants employed; and four other counties employ a part-time Negro assistant. Six of the full-time Negro workers are paid all of their salary and expenses from county and city appropriations; while six of the full-time Negro workers are paid from public funds, supplemented with money from private sources. In two counties Negroes pay all the salary of the part-time Negro worker.

The workers noted above are serving as probation officers, family case workers, public welfare assistants, and community organizers. The table following gives in condensed form the story of the placement

Table of Facts on the Organization of Social Forces in Negro Communities, and Placement of Negro Welfare Workers

County	Total Population	Percent Negro	Organization	Negro Worker	Source of Salary
1. Alamance.....	32,718	25.0	In process	None	None
2. Buncombe.....	64,148	16.0	Completed	Douglas Clark (Full-time)	Public Funds
3. Chowan.....	10,649	54.5	In process	None	None
4. Craven.....	29,048	55.9	Completed	Mrs. Charlotte Rhone (Full-time)	Public Funds and Negroes
5. Cumberland.....	35,064	43.5	In Process	None	None
6. Davie.....	13,578	15.0	In Process	None	None
7. Durham.....	42,219	35.1	Completed	Mrs. Nannie Allen (Full-time)	Public Funds
8. Forsyth	77,269	29.6	Completed	Mrs. Sara Ancrum (Full-time)	Public Funds
9. Franklin.....	26,667	46.8	Completed	Mrs. Jeanette Sills (Part-time)	Negroes
10. Gaston.....	51,242	22.9	Completed	Mercie D. Wheeler (Full-time)	Public Funds and Negroes
11. Guilford.....	77,272	25.4	Completed	Watson Law (Part-time) Miss Elizabeth Gilkerson (Full-time)	Public Funds
				High Point, E. E. Curt ight, (Part-time)	Public Funds and Negroes
12. Johnston.....	48,998	24.6	Completed	None	None
13. Mecklenburg.....	80,665	38.0	Completed	Mrs. Hattie Russell (Full-time)	Public Funds
14. Nash.....	41,061	41.8	In Process	None	None
15. New Hanover.....	40,620	47.8	In Process	Probation Officer (Part-time)	Public Funds
16. Pasquotank.....	17,670	50.1	Completed	Mrs. Ellen Dozier (Part-time)	Negroes
17. Vance.....	22,799	51.5	Completed	None	None
18. Wake.....	75,155	40.9	Completed	Miss Margery Edwards (Full-time)	Public Funds
19. Wayne	43,640	42.6	Completed	Coldsporo, Miss Marian Nicholas (Full-time)	Public Funds and Negroes

of trained Negro social workers in the public welfare field during the last eighteen months. During the period January 1, 1925, to June 30, 1926, a total of \$20,610 was paid to Negro welfare workers in North Carolina for salaries and expenses. Of this amount \$14,810 was paid from public funds, and the balance, \$5,800, was contributed by Negroes.

TRAINING OF WORKERS

One of the most difficult problems facing the division has been that of securing trained Negro social workers. There is a growing demand for educated social workers in the South. This demand for an educated leadership is part of the larger demand for the best leadership among Negroes in other fields. A study of the educational qualifications of the 14 Negro welfare workers now serving with city and county welfare departments, brings to light the following facts. Four workers have had four years of college work, and two of this group have pursued special courses in social work; six have finished two years of college work, and three of this number have completed special courses in social work; four are graduates of accredited high schools, and two of this group have taken a special course in social work. The average monthly salary paid these workers is \$90. Ten workers are women, and four workers men.

PUBLIC WELFARE INSTITUTE

Under the direction of the Division of Work Among Negroes, a Public Welfare Institute was held at the Winston-Salem Teachers' College, January 13, 14, and 15, 1926. While the general field of public welfare was covered in the many conference groups, community organization, and the history, scope, and object of social work were stressed as outstanding topics of the institute. The chief purpose of the institute was to give further training to those workers employed by county and city governments, and to offer special lectures for officers and workers from the many volunteer and private social agencies throughout the State.

PROGRAM OF THE INSTITUTE OF PUBLIC WELFARE HELD
AT WINSTON-SALEM, JANUARY 13-15, 1926

FACULTY

MRS. KATE BURR JOHNSON

State Commissioner of Public Welfare

MISS LILY E. MITCHELL

Director, Laura Spelman-Rockefeller Memorial Demonstration

DR. HARRY W. CRANE

Division of Mental Health and Hygiene, State Board of Welfare

MR. A. W. CLINE

Superintendent of Welfare, Forsyth County

LIEUTENANT LAWRENCE A. OXLEY

Director of Work Among Negroes

SPEAKERS AT THE EVENING SESSIONS

Dr. S. G. Atkins, President of the Winston-Salem Teachers' College.

Colonel W. A. Blair, Chairman of the State Board of Charities and Public Welfare.

Mr. M. M. Grey, Superintendent of Welfare in Mecklenburg County, and President of the N. C. Association of Superintendents of Public Welfare.

Mrs. W. A. Newell, North Carolina Interracial Commission.

Mr. Roy M. Brown, School of Public Welfare, University of North Carolina.

Mr. N. C. Newbold, State Director of Negro Education.

Dean W. S. Turner, Shaw University, Raleigh.

Dr. Howard W. Odum, Director of the School of Public Welfare, University of North Carolina.

E. Franklin Frazier, Dean Atlanta School of Social Work.

E. T. Atwell, Field Director, Playground and Recreation Association of America.

SCHEDULE OF THE REGULAR CLASSES

9 A.M. TO 5 P.M.

History, Scope and Object of Social Work-----	Mrs. Kate Burr Johnson
Community Organization-----	Lieut. Lawrence A. Oxley
Social Case Work and Record-keeping-----	Miss Lily E. Mitchell
School Attendance and Juvenile Court-----	Mr. A. W. Cline
The Negro Mental Defective-----	Dr. Harry W. Crane

A total of seventy-three persons were enrolled for the institute classes. Eighteen of the workers were from cities and counties in the State. Seven were from various Y. M. C. A. and Y. W. C. A. associations over the State. Others included workers from state institutions, private social agencies, and church social service organizations. Workers came from practically every section of North Carolina, from as far west as Asheville and as far east as Wilmington and Elizabeth City. Sections in the central part of the State were also represented, including Raleigh, Durham, Greensboro, High Point, Charlotte and other cities and counties.

The mass meeting held on the evening of January 13, marked the high point in the program of the institute. The members of the institute were privileged to have Pardon Commissioner H. Hoyle Sink, personal representative of Governor McLean, bring to the meeting the following special message from the Governor.

THE GOVERNOR'S MESSAGE

"The South is not alone the home of the Negro race, but it is unquestionably the best place for that race to work out its own salvation. Here the Negro understands the white race, and the white race understands him. Likewise the shortcomings of both races are better understood than in any other section of our country. It is an interesting feature that in North Carolina fewer Negroes find cause to leave than from any other Southern state. I believe that this is due to the splendid co-operation that has existed between the races for so long. I believe, likewise, that the work you are engaged in is responsible in no small measure for this splendid coöperation. The continuance of this policy is the greatest hope, not only for your race, but for the natural and active development and progress of our State as a whole."

Education was advocated as one of the best means for the uplifting of the Negro race, by Roy M. Brown of the School of Public Welfare,

University of North Carolina, who spoke on "Negro Crime in North Carolina." Mr. Brown who has had considerable practical experience in welfare work among prisons in the State prefaced his speech with citations of several examples of prisoners that came under his observation. The interracial conditions in Winston-Salem, where the Negro population is larger in proportion than in most cities, are used as a model for investigation by sociologists from all over the world, said Mrs. W. A. Newell of Mount Airy, member of the North Carolina Interracial Commission. Mrs. Newell stated that the purpose of the commission is to effect an understanding between the races by promoting an equal opportunity in schools, economic relations, and churches for both white and black. She compared the growth of the Negro to a growing child and said that the parent must recognize the energy in the child or there would be friction. "We have no Negro problem," said Mrs. Newell; "we have a problem of human striving." E. Franklin Frazier, director of the Atlanta School of Social Work, said that the basic problem of the Negro problem is the proper functioning of the family in regard to disintegration and sex. He emphasized the importance of trained welfare workers and mentioned the troubles encountered in interesting counties in the various states in this department. The relation between recreation and juvenile delinquency was clearly shown by E. T. Atwell, field director, Playground and Recreation Association of America, who by mentioning examples proved his claim of the counteracting influence that proper recreation has upon wayward children. The cause of the so-called crime wave sweeping the country today is that social knowledge has not kept pace with the social change in the revolution of the order, according to Dean W. S. Turner of Shaw University, Raleigh, who spoke on "Law and Order in the World Today." The dean said that human nature had not taken a turn for the worse, but that this generation is living in a different age. Dean Turner admitted that the Negro has contributed more to crime than his quota, but denied the charge of some sociologists that crime is instinctive with the race.

SCHOOLS OF SOCIAL WORK

The demand for trained Negro social workers is being met in a measure through the courses offered in the Atlanta School of Social Work, E. Franklin Frazier, director, 193 Auburn Avenue, Atlanta, Georgia; and the Bishop Tuttle Memorial Training School, Miss Bertha Richards, Dean, Raleigh, North Carolina. The Atlanta school, established in 1920, is the oldest school of social work for Negroes in the South. Grants from the Laura Spelman-Rockefeller Memorial Fund, the Russell-Sage Foundation, the Atlanta Community Chest, as well as individual contributions, have made the school an independent

institution, equipped to give specialized training to young men and women who desire to enter the field of social work. The Bishop Tuttle School, established by the Woman's Auxiliary of Episcopal Church, and maintained by funds from the United Thank Offering, offers a three-year course in social work to young women. The School of Public Welfare, University of North Carolina, coöperates with the faculty of the Bishop Tuttle School.

SOCIAL SURVEYS

In addition to the many responsibilities falling to the lot of the Division of Work Among Negroes, in the program of organizing Negro communities for social betterment, the director has made a number of visits to various sections of the State, touching about sixty-one counties in his travels. These trips had for their primary purpose, the gathering of facts relating to the general welfare of the Negro. Short surveys of social conditions among Negroes have been made in Rocky Mount, New Bern, Gastonia, Charlotte, Asheville, Durham, Wilmington, Elizabeth City, Raleigh, Winston-Salem, High Point, and smaller cities and rural communities. It is to be regretted that lack of funds and personnel make it impossible for the results of these short studies to be printed and made available for distribution. The many calls made upon the time and efforts of the director have served to prevent him from giving the attention to this part of the program that such an important subject demands. However, such information as has been gathered served the purpose of throwing light on those conditions in the community that were creating problems of social disorder and mal-adjustment.

CASE WORK

The director of the division has coöperated with the Pardon Commissioner and the Superintendent of the State's Prison in problems affecting Negro prisoners, particularly in the matter of investigating applications for parole. The division has also coöperated with the authorities of fifteen counties in the handling of cases that were inter-county or inter-state in character. These cases range from investigation of homes for placement of children; reports on Negro mothers receiving help through the Mothers' Aid Fund; relief for families, suffering because the bread-winner is an inmate of the penitentiary, prison camp, or the Goldsboro hospital for the insane; and problems of race friction. The total number of cases coming to the attention of the division is ninety-one. All varieties of social mal-adjustment are represented in this group. Wife deserters, mental cases, illegitimate children, and crimes against the public morals head the list. A special booklet detailing these case histories with photographs of the subjects would prove to be interesting and valuable information. The following case histories are given:

CASE I

This case involves the welfare of a little colored girl, 10 years old, in the home of her father. The father has been married twice. By his first wife he had five children and by his second nine. It seems that from earliest childhood the father has had incestuous relations with all of his eight daughters, also that he has practiced all kinds of indecencies on them. The mother was aware of this and in fact she herself has suffered shameful treatment. However, she is of an ignorant type and absolutely unable to cope with the situation.

The father has harmed each of his daughters from the time they reached the age of six or eight years. He began by swearing each child to secrecy so that none of the children knew that their father was having improper relations with any other member of the family. Later, however, it became known so that for years the father used first one girl and then another in the presence of the others, and he has also committed the most revolting acts of sodomy on his daughters as well as his second wife.

This story seemed so unbelievable, that an investigation continuing over a period of six months was necessary before sufficient evidence could be secured to warrant the arrest of the father. After many delays and difficulties encountered in bringing this case to trial, the whole story was laid before the grand jury of the county, five true bills were returned against the father, charging incest, and following a trial in which every appeal was made to the racial prejudices of the jury, a verdict of guilty was found. The father has been sentenced to the State's Prison.

CASE II

This case was referred to the division by the Associated Charities. Emma, a mental defective, had been seen wandering about the streets in all kinds of weather, always accompanied by her seven year old daughter. Both were thinly clad and the mother was always in her bare feet. A visit to Emma's home showed a condition existing that was a reproach to our Christian civilization. In a one-room, cramped and filthy shack, five people were found living like animals. The windows of the hut were tight shut and the odors of bodies and cooking and foul air made the place give off a most offensive stench. The room was packed with foul and useless trash. One woman about twenty-five years old was living in the hut. She had been brought back from the State Hospital for Negro Insane as "cured." Since her discharge from the hospital she had had one illegitimate child, and at the time of the visit was pregnant with another by a man of a distinct moron type, who also lived in the hut. It was later learned that this man was the uncle of Emma, and was the father of her two children, and also the father of the first child of the other woman. Emma was committed to

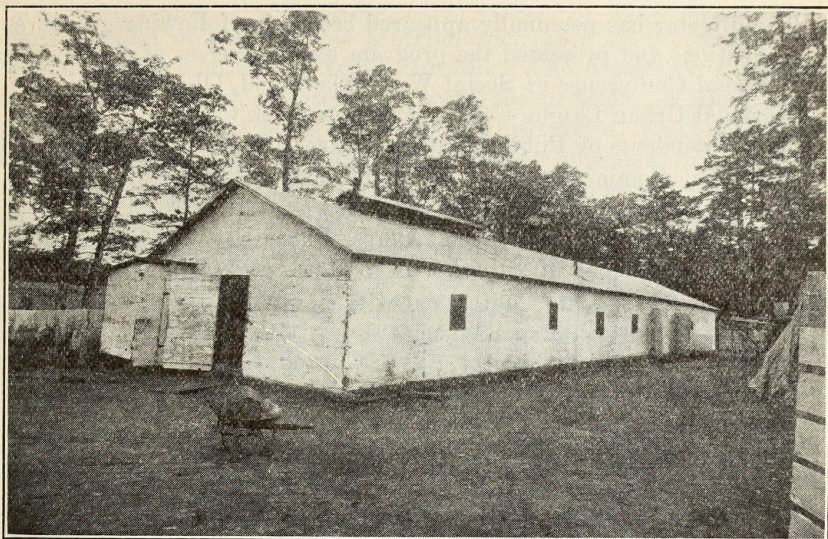
the Goldsboro Hospital, her children placed in approved homes of relatives; the other woman was sent to the hospital, her first child was placed in an approved home, and the uncle of Emma was cited to appear in court.

Children born under such conditions are bound to be one or another type of charges on the State. In this one case the problems of housing, sanitation, immorality, ignorance, feeble-mindedness and poverty were shown in their true light as community social liabilities. The mal-adjusted individual or group as pictured in the case reports noted above suggests the following question: Is it not worth while for a community to make an investment in social insurance where the Negro is concerned? Is it not better to pay a regular premium on a community social insurance policy, than to continue to pay community liability claims, which increase taxes, and leave in the wake a trail of suffering humanity—an added burden to the entire citizenry?

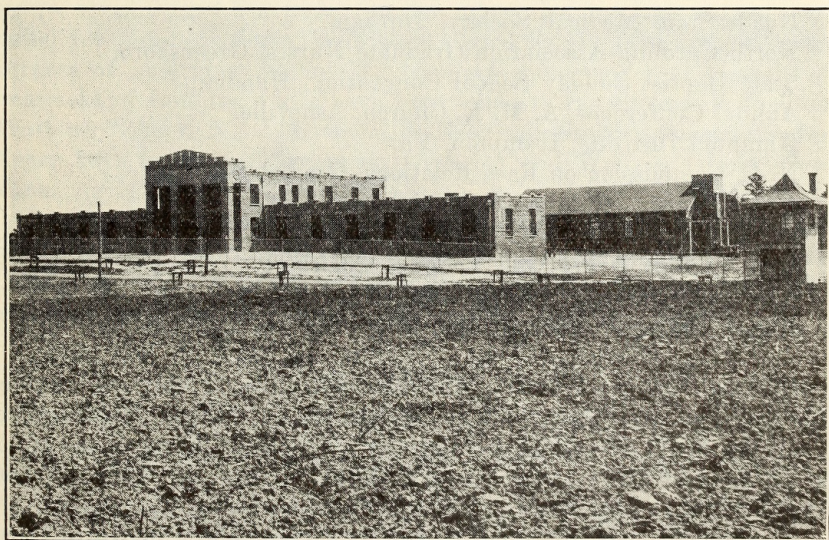
CRIME STUDIES

A most important and interesting subject has been touched on by the division in the gathering of data and other information on the problem of Negro crime in North Carolina. In this inquiry we are again faced with the difficulty of securing adequate financial support to insure the completion of the study. However, it is the hope of the director that the material now in hand on this subject will stimulate such an interest in this field of research, that sufficient funds will be made available to push the study to a conclusion. As a part of the general study of Negro crime, the director is engaged in gathering facts covering the life histories and social background of thirty Negroes, who, during the last two years have been convicted and sentenced to death in the electric chair. A most valuable contribution would be made to this field of research if an appropriation or grant could be secured to provide the necessary trained workers and other expenses.

A bit of information has come out of the preliminary crime study, which proves that the Negro is responding in a most creditable manner to the opportunities provided by the State of North Carolina for his welfare and progress. Analysis of the figures covering the population of the State's Prison, develops the following facts: In December, 1915, the population of the prison was divided as follows: white, 32 per cent; Negro, 68 per cent. At the close of 1920: white, 40 per cent; Negro, 60 per cent. In 1925, following the most intensive period of Negro education in North Carolina, the proportion was 62 per cent white; and 38 per cent Negro. Attention is directed to the fact that the normal crime rate for Negroes as related to the per cent of population should be about 29 per cent.



THE OLD STATE'S PRISON CAMP FOR NEGROES
Cary, N. C.



THE NEW STATE'S PRISON CAMP FOR NEGROES
Cary, N. C.

PROMOTION AND PUBLICITY

The director has personally appeared before the following groups and organizations and presented the program and objectives of the division:

National Conference of Social Work, Cleveland, Ohio.
National Urban League Conference, New York City.
Superintendents of Public Welfare, University of N. C., Chapel Hill.
Maryland Commission on Race Relations, Baltimore, Md.
North Carolina College for Women, Greensboro.
Federation of Colored Women's Clubs, Durham.
New York School of Social Work, New York City.
North Carolina State Conference of Social Work, Greensboro.
Commission on Interracial Coöperation, Atlanta.
Woman's Missionary Society, M. E. Church, South, Raleigh.
Social Service Conference, M. E. Church, South, Lake Junaluska.
Presbyterian Women, Charlotte.
Congregational Church Workers' Conference, Kings Mountain.
Episcopal Church Workers' Conference, Raleigh.
Elon Christian College (student body), Elon College.
Peace Institute, Raleigh.
Conference for the study of Negro Life, Durham.
Y. M. C. A. Older Boys' Conference, Winston-Salem.
Y. M. C. A. Student Conference, Kings Mountain.
North Carolina Student Volunteer Conference, Greensboro.
North State Medical Society, Durham.
North Carolina Association Graduate Nurses, Greensboro.
State Baptist Sunday School Convention, Hamlet.
Annual Conference, A. M. E. Church, Asheville.
Hampton Institute, Hampton, Va.
N. C. Commission on Race Relations, Greensboro.
N. C. Ministerial Alliance, Raleigh.
Grand Lodge Negro Masons, Rocky Mount.
Grand Lodge Negro Odd Fellows, Goldsboro.
N. C. Association Negro Elks, Wilson.
Negro Church Workers' Conference (National), Savannah, Ga.

Sponsored by the Woman's Club of Boston, the director was afforded the opportunity to broadcast an address on the "Negro Welfare Program in North Carolina" over station WNAC. During the summer of 1926 the program was presented to 3,720 Negro public school teachers in attendance at the State accredited summer schools.

The student body and faculty of every Negro college in North Carolina have been acquainted with the development of our program. Mention is made elsewhere in this report of the many community mass meetings held in various centers in connection with the organization and promotion of the work. Special articles relating to Negro welfare

in North Carolina have appeared in the *Southern Workman* for November, 1925; and Prof. Mimms in his recent book "The Advancing South," makes mention of the tangible contributions made by the division in the field of race relations in North Carolina. The Associated Press has been quite friendly in its attitude toward the program in its development. One full-page news story with illustrations, and about one hundred and twenty-two smaller articles have appeared in the daily papers of the nation. The Negro Press has coöperated in a most enthusiastic manner in support of the State welfare program. The wide circulation of Negro newspapers, and their increasing influence in shaping Negro thought on questions of the day, has been one of the most important factors in keeping before the Negroes of the country the story of Negro progress in North Carolina.

STATE INSTITUTIONS

The director has visited each of the following named institutions, at least four times during the period covered by this report: Morrison Training School, N. C. Industrial Home for Colored Girls, Oxford Colored Orphanage, N. C. Tuberculosis Sanatorium, Goldsboro State Hospital for Negro Insane, and the N. C. Orthopedic Hospital. Weekly visits have been made to the State's Prison, and the State's Prison Camps for Negroes at Cary, Durham and Marshall have been visited once. Twenty-four county jails, ten county road camps, eleven county homes, seven Negro hospitals, and five other city hospitals having provision for Negro patients, have been visited by the director. For the purpose of observing methods of business management and care and treatment of inmates, visits have been made to the Stonewall Jackson Training School, N. C. Orthopedic Hospital, State Reformatory for Negro boys located at Savannah, Georgia; and Welfare Island, New York.

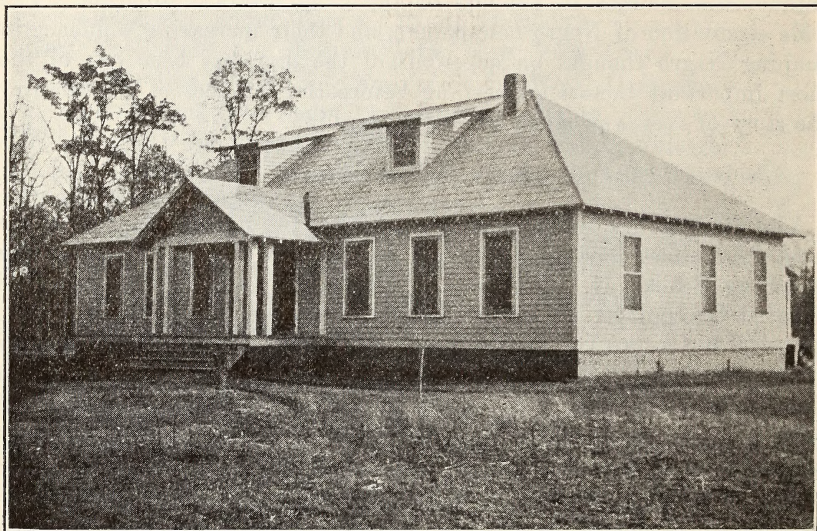
One of the objectives in the development of the State social program should be the providing of the necessary funds to enable the Negro Division to render a larger service to the authorities and inmates of the several institutions for defectives, delinquents and dependents.

THE EFLAND HOME

The report would be incomplete were not mention made of one of the outstanding accomplishments in the North Carolina program of welfare for Negroes. The problem presented to the community in the person of the delinquent Negro girl is perhaps the most difficult of solution. The prey of unprincipled men of both races, the Negro girl stands as a pathetic figure. The State, unmindful of the tremendous social liability this problem is to the life of the community, has neglected its plain duty in the matter; and today in North Carolina cities and rural com-

munities the mal-adjusted Negro girl is left free to wander from place to place, leaving in her wake a trail of disease and human suffering as the heritage of the future generations of both races.

The Negro women of North Carolina, deeply appreciative of the seriousness of this problem and the urgent need for a program which would provide the proper care, treatment and training for these unfortunate human beings, have endeavored over a period of years to arouse public opinion to the gravity of the problem. Finally, realizing



FIRST COTTAGE
N. C. Industrial Home for Colored Girls
Efland, N. C.
A training school for delinquent Negro girls.

that genuine interest in any project is best demonstrated by individuals first helping themselves, the North Carolina Federation of Colored Women's Clubs purchased about three hundred acres of farm land at Efland, North Carolina, and erected thereon a modern frame building. This building has dormitory space for twenty girls, a spacious reception hall and assembly room, living quarters for the matron, domestic science and sewing rooms, kitchen, dining room, a modern heating plant, toilet facilities and shower baths. After many futile attempts to secure an adequate water supply, a well was finally bored through solid rock and water is now pumped to the main house in sufficient quantities for all purposes. The white women of the State, under the leadership of Mrs. T. W. Bickett, early rallied to the support of this work and have coöperated in a most concrete manner, through gifts and in other ways. The Federation of Colored Women's Clubs has invested about \$30,000 in this project—an investment that may well be termed "a venture of

faith." House Bill No. 121, which was presented to the 1925 Legislature, provided for the taking over of this home by the State. The bill was lost in the committee. Undaunted by this reverse the women renewed their efforts in behalf of the project. The Home has been furnished, a matron and teacher appointed, and twelve girls have been committed to the Home by judges of juvenile courts. The Legislative Council of Women is sponsoring a new bill in the 1927 Legislature which provides for the taking over of the Home as a State project.

THE MORRISON SCHOOL

During the period covered by this report the Morrison Training School for delinquent Negro boys has been opened at Hoffman, Richmond County, North Carolina. This school is made possible through an appropriation of \$25,000 made by the Legislature. The school has about three hundred acres of good farm land, on which four buildings have been erected. The main building is brick veneered and contains three dormitory floors, administration offices, superintendent's quarters, reception hall, classrooms and assembly room. The building is equipped with a modern steam heating plant. A Delco plant furnishes light and pumps water to the buildings from a natural spring on the grounds. An electric refrigeration plant has been recently installed. About seventy-five boys are now inmates of the school. In addition to their classroom work the boys are taught such industries as farming, pig and poultry raising, and the maintenance of a model dairy. These industries are planned to teach the boys self-reliance, initiative, and ability to think and act intelligently. At the Morrison Training School Negro boys are given opportunity to build character that they may be returned to their home communities social assets rather than liabilities. Negro Elks have pledged \$5,000 toward the erection of a dormitory at this school.

NEGRO ORTHOPEDIC WARD

Through a generous gift of \$15,000 made by Mr. B. N. Duke, a ward for the treatment of Negro crippled children has been opened at the North Carolina Orthopedic Hospital, Gastonia, North Carolina. The Council of State recently authorized an emergency appropriation for the maintenance of this ward until the 1927 Legislature convenes. Negro children needing orthopedic treatment are received in all clinics held throughout the State; and those needing hospitalization are admitted to the Gastonia institution in the order of their application. The Negro ward has a capacity of twenty beds. About thirty children have been received and treated since the ward was opened, and there are twenty children now undergoing treatment.

NEGRO STATE COMMITTEE

In developing a program of Negro welfare the director early recognized the great value that helpful advice and suggestions coming from leading Negro men and women, would mean toward the success of the work. Upon the recommendation of the director the Commissioner created a Negro Advisory Commission to the State Board of Charities and Public Welfare, and the following representative Negroes were appointed to membership on the Commission.

Dr. S. G. Atkins, President, Winston-Salem Teachers' College.

Mrs. Charlotte Hawkins Brown, President, N. C. Federation of Colored Women's Clubs.

Dr. L. O. Miller, Asheville, N. C.

Rev. A. Myron Cochran, Raleigh, N. C.

Mrs. H. L. McCrorey, Charlotte, N. C.

Dr. Frank W. Avant, Wilmington, N. C.

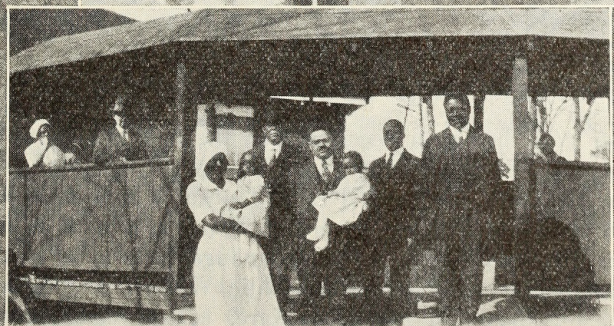
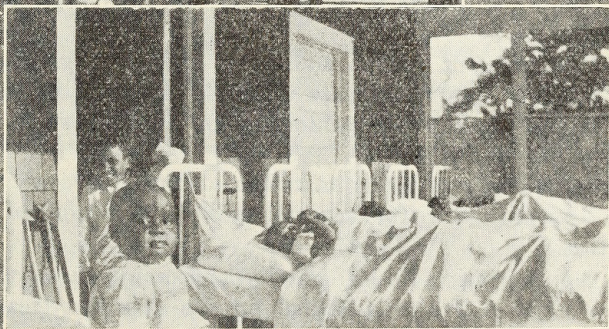
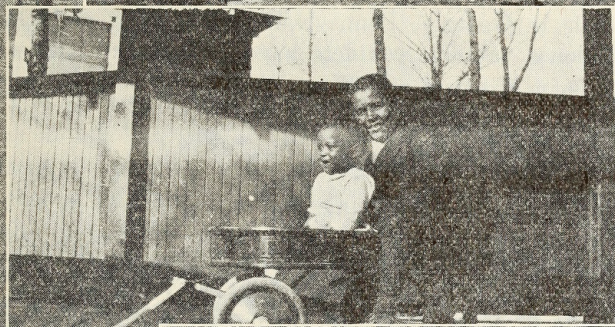
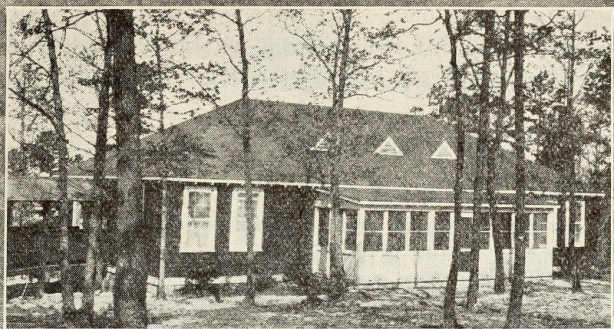
Prof. J. A. Bias, Elizabeth City, N. C.

The Negro Advisory Commission held its first annual meeting with the Commissioner and representatives of the State Board of Charities at Winston-Salem Teachers' College, January 14, 1926. The many helpful ideas advanced and constructive suggestions made by the members of the Commission in this meeting contributed in a large way to the success that has rewarded our efforts.

SUMMARY OF ACCOMPLISHMENTS

1. Twenty counties organized for social work.
2. Thirteen Negro welfare workers placed with counties.
3. Morrison Training School for Negro Boys opened.
4. N. C. Industrial Home for Colored Girls opened.
5. Orthopedic ward for Negro crippled children opened.
6. First Public Welfare Institute for Negro workers.
7. Publicity throughout State and nation, Negro Welfare Work.
8. A total of \$20,610 paid Negro welfare workers for salaries.

NOTE:—This amount does not include salaries of Negro workers in State and county institutions.



NEGRO UNIT—STATE ORTHOPEDIC HOSPITAL
Gastonia, N. C.

The gift of B. N. Duke and presented to the State March 15, 1926.

9. A grand total of \$65,000 raised for Negro welfare projects, divided as follows: \$14,810 appropriated from public funds; \$15,000 from private sources; and Negroes contributed \$35,190.

INFLUENCE ON OTHER STATES

A direct result of the successful North Carolina Negro welfare program has been its influence on the state-wide social programs for Negroes in Georgia, West Virginia, Pennsylvania, Ohio, Michigan, Maryland and Missouri. The director has personally appeared before the Maryland Commission on Negro Welfare, and has conferred with state welfare officials in Georgia, Pennsylvania, Maryland and Ohio. Through correspondence valuable contacts have been maintained with state welfare officials in Missouri and West Virginia.

AIMS AND OBJECTIVES

JUNE 30, 1928

1. Passage of bill by the 1927 Legislature providing for the taking over of the North Carolina Industrial Home for Colored Girls.
2. The organization of social forces in twenty-five additional Negro communities.
3. Placement of sixteen additional trained Negro social workers as public welfare assistants, case workers, and probation officers.
4. Appropriation for maintenance of Negro ward at North Carolina Orthopedic Hospital.
5. Completion of study of crime among Negroes.
6. Appropriation for maintenance of Division of Work Among Negroes.
7. Appropriation for the erection and maintenance of a unit building at the Caswell Training School for the care and treatment of feeble-minded Negroes.

WORK MARKED BY HEARTY COOPERATION

Whatever good has been accomplished through the activities of the division is due in large measure to the hearty response and cooperation that has come from Negro leaders and organizations throughout the State. To Dr. S. G. Atkins, President, Winston-Salem Teachers' College, we are indebted for the splendid arrangements made at the college for the entertainment of the first Public Welfare Institute. To the many superintendents of public welfare, county commissioners, and State officials, whose interest and cooperation has been generously given, the director expresses his appreciation.

FOUR COUNTY DEMONSTRATION UNDER GRANT FROM LAURA SPELMAN-ROCKEFELLER MEMORIAL FUND

I. THE DEMONSTRATION IN GENERAL

In July, 1924, the North Carolina State Board of Charities and Public Welfare and the School of Public Welfare, University of North Carolina coöperating, were each given a grant of \$10,000 per year for a period of three years from the Laura Spelman-Rockefeller Memorial Fund for a demonstration of Public Welfare Work in four counties of the State.

1. PURPOSE.

The purpose of the demonstration is (1) to study the value of the North Carolina plan of public welfare organized on the county unit basis; (2) to show that the efficiency of the public welfare system is increased under the guidance of the trained workers or worker; (3) to study or test the practicability of the present system; and (4) to provide a training center or laboratory for field work for the students of the School of Public Welfare.

2. THE COUNTIES CHOSEN.

Wake, Orange, Chatham and Cherokee counties were chosen as counties for the demonstration; Wake, Orange and Chatham were selected because of their nearness to Raleigh and to Chapel Hill. Also Wake is a type county having some urban and some village manufacturing and at the same time large agricultural interests. Orange and Chatham are typically rural with welfare problems incident to agricultural groups and small village manufacturing groups. Cherokee County was chosen as a type of mountain county which had no organized welfare work and which had numerous state border-line problems.

3. DIVISION OF RESPONSIBILITY.

Because of the intensive nature of the work to be done in the four counties, it was decided that there would be a division of responsibility for work for the first two years at least. Therefore, the School of Public Welfare assumed the chief burden of the work in Orange and Chatham counties for this period while the State Board assumed a similar responsibility for Wake and Cherokee counties. This division of responsibility was both in administration and finance.

Also in each county there is an agreement between the County Board of Commissioners and the County Board of Education and the State Board of Public Welfare as to what responsibility the county and the State respectively assume.

II. DEMONSTRATION IN THE COUNTIES

1. WAKE COUNTY.

The basis of coöperation in the demonstration in this county is that the county furnished office space, supplies, facilities, and transportation and the State furnished one full-time worker and his salary and part-time of the supervisor or director.

The work of the demonstration in the Wake County office began November 1, 1924, with the re-organization of the Welfare Department. Several months were given to the re-organization of records and the installation of a standard filing system. Then January 1, 1925, the probation officer for boys, H. D. Farrell, began his work.

Work with juvenile delinquents has been stressed. This seemed the outstanding need both in Raleigh and the county proper. Probation with parole has been stressed. Placements in other homes for try-outs if the child's home has failed rather than institutionalization is also a feature of the juvenile court work.

The following table shows the court record of 500 children from January 1, 1925, to September 1, 1926:

	White Girls	White Boys	Negro Girls	Negro Boys
Parole good.....	0	17	1	14
Parole Failed.....	0	3	0	1
Official Probation in Homes.....	6	44	11	45
Probation and Placement.....	0	7	2	23
Neglected and Dependent.....	10	10	24	16
Institutions.....	3	10	2	6
Dismissed.....	7	22	1	5
Unofficial Disposition.....	16	17	11	27
Returned to Other Counties.....	6	10	3	7
Casual or Preventive.....	5	15	8	13
Returned from Institutions under Supervision.....	2	2	0	1
Pending.....	2	4	0	7
Total.....	57	215	63	165

This table is an index to the department work with juveniles under the demonstration. Since September 1, 1925, Mr. Farrell, the worker under the grant, has been assisted by Margery Edwards who is the Negro caseworker and probation officer for the department. She is probation officer for all Negro girls and for Negro boys under thirteen. Since November 1, 1925, Mrs. Anna B. Lewis has been part-time probation officer for white girls and assists Mrs. T. W. Bickett, the superintendent of the department, who is, of course, chief probation

officer. Adult delinquents on probation or parole also are a responsibility of the department and are Mrs. Bickett's special charges. Most calls for emergency relief arise from families of this class.

The County Detention Home is an important factor in the work of the juvenile court. It furnishes a temporary home for dependent and neglected as well as for delinquents until proper investigation and study of the individual can enable the workers to make a satisfactory plan for the child's future. The Home was opened March 15th, 1926. It is the plant of the old county home; ample garden, orchards and pasture are furnished. The Home is now maintained for the most part by the city and county, the county, of course, assuming the greater responsibility. But when the Home was first opened it was supported by funds raised from civic organizations and from business firms and individuals by Mrs. Bickett. The Detention Home was established because it was difficult to secure suitable boarding homes either for delinquent or for dependent white children at a reasonable rate. One good Negro home had been used successfully for this purpose for Negro children but only two children could be accommodated there.

Likewise the first year's salary and transportation expenses of Margery Edwards, the Negro caseworker, were secured by Mrs. Bickett and Lawrence A. Oxley, Director Division of Work Among Negroes, from contributions of the Negroes of the county. For the coming year 1926-27, however, this item of the budget is taken care of by the city and county. In addition to her work with the County Welfare Department, this worker teaches in the Bishop Tuttle School of Social Work in connection with the St. Augustine College, a Negro school. For this service she received maintenance from St. Augustine during the months of the school session. For the summer months her maintenance is furnished from the grant.

The salary of Mrs. Lewis who is policewoman for the Raleigh Police Department has always been paid entirely by the city through the Police Department. Mrs. Lewis handles all adult women offenders from her bureau or "Women's Division" in the Police Department. She handles all girl delinquents from and through the County Welfare Department giving a half day to the county department.

In reviewing the work of the department under the demonstration, the enlarging of the staff with the addition of the part-time probation officer for girls and the Negro caseworker and the establishing of the Detention Home may be regarded as outgrowths or features of the demonstration. In November, 1924, the staff of the department consisted of two members, Mrs. Bickett and her secretary. Now in addition to the worker under the demonstration there are two other caseworkers.

These additional workers were secured largely through the efforts of Mrs. Bickett.

The county Department of Public Welfare has coöperated with other county and city agencies in helping to establish a County Council of Social Agencies. The council was organized in 1924, consisting only of the Raleigh group of privately supported agencies and the welfare department. In 1925-26 membership in the council was expanded to include civic and religious organizations as well. 1925-26 was a successful year of organization and expansion in the council. The council now includes in its membership representatives from:

- (a) All county and city agencies supported by taxation.
- (b) All agencies supported through the Raleigh Community Chest.
- (c) Civic organizations from both city and county.
- (d) Churches in the city.

The purpose of the council, of course, is coördination of social forces of county and city with resultant avoidance of duplication, and the furtherance of social welfare.

Through this coördination the welfare department is concerned only with relief so far as the county proper is concerned. It thus concentrates its efforts on child welfare through Mothers' Aid, school attendance and juvenile court. Recently too, the superintendent of the department has been appointed by the County Commissioners as a member of a board of three to pass on all applicants for admission to the County Home or for Outdoor Poor Relief. The other two members of this board are the county physician and superintendent of the County Home.

How the volume of work in the department has increased is shown by comparison of the number of cases handled by the department in the six years previous to the demonstration and the number handled since the beginning of the demonstration.

No. of case folders 1919 to January 1, 1925.....	998
No. of new case folders January 1, 1925, to September	
1, 1926	602
Total number of cases in files.....	1,600*

(*None of the three figures includes cases handled unofficially or those having only one contact as only card record is kept of such cases.)

Briefly, the history of the demonstration in Wake County to date has been one of intra-office expansion and development of casework, and community resources.

2. CHEROKEE COUNTY.

The basis for coöperation between the county and the State in the demonstration in Cherokee County is that the county furnishes the office equipment, transportation and all overhead expense while the State furnishes the worker and the salary and part-time of supervisor or director.

The demonstration here began April 1, 1925. As the county has a comparatively small population there is only one worker, Miss Elizabeth Smith, who is the superintendent of the department.

At the request of the county officials the superintendent has stressed the enforcement of the compulsory school attendance law. Cases of violation of this law are tried in the county court instead of the local magistrate's court. Such method has facilitated greatly the handling of this phase of the work. With the county officials coöperating most heartily very few cases have been lost, although perhaps 100 were brought into court. (Only the approximate number can be given as the records were burned in the courthouse January 16th, 1926.)

Community organization also has been an important feature of the work. When the demonstration was begun in the county, a small city board of public welfare was found in Andrews. This organization consisted of representatives from the local Red Cross Chapter, the city school and the churches. It was a small Associated Charities which administered relief both to transients and residents. The Murphy Board of Welfare, somewhat similar, was organized in Murphy, the county seat. These two local "associated charities" handle cases of temporary relief in their respective sections of the county. The small Negro population in Murphy has an Associated Charities, too, through which they aid members of their own race in need. Of course, all applicants for admission to the County Home are investigated by the superintendent and referred to the County Commissioners.

The County Board of Public Welfare met regularly each month until the burning of the courthouse, and served as a "case committee," advising in the disposition of various cases referred to the department. Its members also aided frequently in investigating cases.

In May, 1926, an orthopaedic clinic was held in the county at which approximately 50 children and 4 adults were examined. The County Welfare Board and the Murphy Board were the organizations which provided for the needs of the clinic.

With the destruction of the county courthouse by fire in January, 1926, office equipment and records were lost. After the welfare department with other county departments had moved to the third floor

of the jail, for office quarters (until the new courthouse can be completed), new office equipment was purchased and installed by the County Commissioners. Eventually records were summarized and replaced as far as possible so that the office is again functioning on a normal basis, notwithstanding the setback given it by the fire.

In carrying out the idea of the organization or development of community resources a county council of social agencies will be organized eventually.

Transportation difficulties make development of the program slow in some parts of the county. But the citizens of the county as well as the officials aid in making the work a success. They have assumed their share of responsibility for the work of the demonstration as the work of their county department of public welfare.

3. ORANGE AND CHATHAM COUNTIES.

According to the agreement between the State Board and the School of Public Welfare, the work of the demonstration in Orange and Chatham counties has been chiefly in the hands of the school. However, the supervisor or director has held case conferences with the workers in these counties and supervised the casework to some extent. Mr. George Lawrence is the superintendent of public welfare in each county, giving part-time to each. Miss Anne-Ruth Medcalf is the special school attendance officer for Orange, while Miss Marion Simons is the office secretary. Because of the combination of the work of the departments, of two counties under one superintendent, a combination office for both counties is maintained at Chapel Hill.

4. IN THE FOUR COUNTIES.

One feature of the demonstration in each of the counties has been the development of technical methods in casework and the use of a standard filing system, each of which contributes to the efficiency of the work.

III. DEMONSTRATION IN THE STATE BOARD

1. DIVISION OF WORK AMONG NEGROES.

January 1, 1925, saw the formation of a new division in the State Board. This is the Division of Work Among Negroes, under the direction of Lawrence A. Oxley. More detailed account of the work of this division will be given by the director. The chief features of the work have been the organization of Negro welfare boards as auxiliary boards to the county welfare boards in a number of counties and the employment of Negro caseworkers, as assistants to the county superintendents of welfare for work among their own race.

2. RECORDS AND FILING SYSTEM FOR THE STATE BOARD.

As a part of the demonstration a file clerk was employed by the State Board to have charge of all its records. This worker is Mrs. Julia C. Davis. Formerly each division had its own filing system in its own office. Much duplication ensued. So a central filing room is now used for the records of all the several divisions. The system used is an elaboration and adaptation of the one used in the county demonstration offices.

The work of the State Department or Board has increased to such an extent during the past few years, with a resultant volume of correspondence, that practically all the time of one worker must be devoted to the proper cataloging and filing of important data.

IV. TRAINING WORKERS

The Wake County Welfare Department has been used by the School of Public Welfare as a training center or laboratory for field work for its students. Here, during the winter quarter the students do practice casework under the supervision of the director of the demonstration.

Also several new workers in welfare departments of counties not under the demonstration have spent several days in this office studying its methods and system under the supervision of the director.

The director gave a "short course" in casework in the annual institute for county superintendents of public welfare in July, 1925.

In January, 1926, under the auspices of the Division of Work Among Negroes, a three-day institute for Negro social workers of the State was held in Slater College, Winston-Salem. A short course in casework was given these workers by the director of the demonstration and a course in community organization by the director of the division.

V. SERVICES IN ADDITION TO THE DEMONSTRATION PROPER

1. SURVEYS OF COUNTY WELFARE DEPARTMENTS.

At the request of the superintendents of the county welfare department in their respective counties a survey of the Durham County department was made in the fall of 1924 and one of the Guilford County department in the spring of 1926. The aim of the survey was to ascertain the needs of these departments and to make recommendations for meeting these needs.

In the fall of 1925 at the request of the city manager and the county superintendent of public welfare a survey was made of Gastonia in

order to make recommendations for the further development of social work in the city and county. In Durham County a system of record keeping and filing similar to that used in the demonstration counties was installed.

2. SURVEYS OF MATERNITY HOMES.

Rest Cottage in Greensboro, Faith Cottage in Asheville and a proposed maternity home in Winston-Salem were surveyed in the spring and summer of 1926. Systems of record-keeping and filing were introduced in the two established maternity homes. Also methods for closer coöperation between the county welfare departments and these homes in placement of the unmarried mother after her discharge from the home were worked out. In addition it was arranged in the Greensboro home that the girls should be given some training while in the home that would aid them in securing more lucrative employment following their discharge. This plan was made possible through the coöperation of the North Carolina College for Women in its Teachers' Training and Home Economics departments.

VI. CONCLUSION

The results of the demonstration to date show:

1. The value of standardization in casework and office systems, thereby increasing the efficiency of the staff.
2. The need of trained specialists such as probation officers, school attendance officers, child labor investigators or agents and family case-workers, for handling adequately the work of welfare departments.
3. The need of an adequate budget for the maintenance of a sufficient staff of trained workers to carry out the work of the public welfare department as set forth in the law.
4. The growing demand for the trained worker and the desire of workers to secure special training.

RECOMMENDATIONS

GENERAL

1. *That a law be enacted requiring that a statement of intention to marry be published.*

(This would prevent many over-hasty marriages which often end unfortunately.)

2. *That the law providing for county superintendents of public welfare and boards of welfare be amended so that the county boards of public welfare should have a voice in the election of county superintendents of public welfare.*

(We believe this to be essential for the stability and uniformity of the county work. The county boards of charities and public welfare would take a more personal interest in the work if they had a voice in naming the official for whom they are partly responsible.)

3. *That the bill entitled "An Act to Enable any Two or More Counties to Establish a District Hospital Home in Lieu of Separate County Homes" should be re-enacted.*

(This bill was passed and subsequently lost through placement in Public-Local Laws instead of Public Laws.)

4. *That the law in regard to children born out of wedlock should be amended so that when paternity is established the father may be made to assume more adequate responsibility.*

(Two hundred dollars is now the limit that the father may be made to pay.)

5. *That jurisdiction for bastardy cases should be removed from the magistrate's court to the Superior Court.*

(This is necessary if the fine is to be increased. According to the Constitution, a magistrate's court cannot impose a fine of more than two hundred dollars.)

6. *That the law regarding adoptions should be amended.*

(According to the decision of the Supreme Court in Parker vs. Truelove it is now difficult to issue legal adoption papers in cases where the juvenile court has decided that adoption would seem to be necessary for the best interest of the child. As there has been a misunderstanding of the law the legality of adoptions already issued may be questioned.)

7. *That the State Department of Public Instruction supervise the school work of all State institutions.*

(This would include the work at the Jackson Training School, the Morrison Training School, Samarcand Manor, the Training School for Delinquent White Boys in Eastern North Carolina, and the Caswell Training School. When children are sent to these institutions and do not have the opportunity to attend the regular public schools, it should be assured that the school work they get is equal to the best in the outside schools.)

JACKSON TRAINING SCHOOL

1. *That sufficient funds be provided for the erection of a receiving cottage and hospital.*

(There should be some place where a boy committed to Jackson may receive a thorough physical examination to ascertain his condition, and where, if he is suffering from any contagious disease, he may be separated from the other boys. A hospital is also a necessity for this institution.)

MOTHERS' AID

1. *That an appropriation of \$75,000 be made for Mothers' Aid.*
2. *That the Mother's Aid Law be amended so that the maximum family appropriation should be increased.*

(The maximum family appropriation, now \$40, should be increased to \$50.)

DIVISION OF WORK AMONG NEGROES

1. *That the State should assume the financial responsibility for this work.*

(It is now being supported by a grant made by the Laura Spelman-Rockefeller Memorial Foundation. This grant expires June 30, 1927.)

2. *That a unit be provided at Caswell Training School for Negro mental defectives.*

FARM COLONY FOR WOMEN

1. *That a farm colony for women offenders not received at Samarcand should be established.*

(There are many women offenders not capable or worthy of receiving the training and treatment being given by Samarcand

which is designed for the young delinquent girl or the girl who is in danger of becoming delinquent. For older and more hardened women there is no institution except the jail which provides no physical, mental or moral treatment.)

TRAINING SCHOOL FOR COLORED DELINQUENT GIRLS AT EFLAND, N. C.

1. *That the State assume control of this institution to be used as a training school for delinquent Negro girls.*

(This institution was started by the State Federation of Colored Women's Clubs, and has been maintained by them. An appropriation of \$56,211.25 has been asked for to build an additional dormitory, a school building, pay off a small debt and maintain it. All inmates are received by court commitment. The institution is, therefore, rendering a public service, though at present supported by private means.)

PRISONS AND PRISONERS

1. *That a bill be enacted providing for the establishment of district jails for two or more counties where jail populations are too small to warrant the maintenance of separate county jails.*

(For the last biennial period the average monthly jail populations of 23 counties were below ten. Many small counties are using inadequate buildings.)

2. *That the State assume control of all prisoners now sentenced to county prison camps, chaingangs and jails.*

(Provisions in the county prison camps are inadequate and lack uniformity.)

3. *That ample provision be made for the proper classification of all prisoners according to:*

- (1) Sex.

- (2) Age and criminal record.

- (3) Length of sentence.

- (4) Physical fitness.

- (5) Mental condition.

- (6) Social background.

(For this purpose the State Prison should be converted into a central receiving station. This would also require the employment of one or more psychiatrists and the enlargement of facilities for medical care.)

4. *That provision be made for the different classes of prisoners.*

(This would require the establishment of farms or camps in different parts of the State to which certain short-term misdemeanants could be committed direct.)

5. *That prison industries be enlarged.*

(To train for normal lives after the expiration of sentence. To make labor of able-bodied prisoners contribute materially to the support of their dependents.)

DIVISION OF MENTAL HEALTH AND HYGIENE

1. *State Hospitals for the Insane:*

- (a) That the size of the medical staffs be increased.
- (b) That the number of nurses and attendants be increased.
- (c) That the capacity of each hospital be increased to take care of all patients needing hospital attention.
- (d) That the occupational and recreational and recreation therapy for the patients be re-organized and amplified.
- (e) That the use of trained psychological social workers be increased.
- (f) That certain so-called "strong rooms" or "protected rooms" be remodelled.
- (g) That there should be adequate screening of all buildings not thus equipped at the present time.
- (h) That special training and occupational therapy should be provided for the children under fifteen years of age at the epileptic colony at the State Hospital for the Insane at Raleigh.

(According to a statement made by the medical director there are about thirty children, under fifteen, who now spend most of their time in idleness.)

- (i) That the location of the buildings for the criminal insane at Raleigh and Goldsboro Hospitals for the Insane should be changed, and the inmates given the benefits of increased opportunities for outdoor exercise and recreational and occupational therapy.

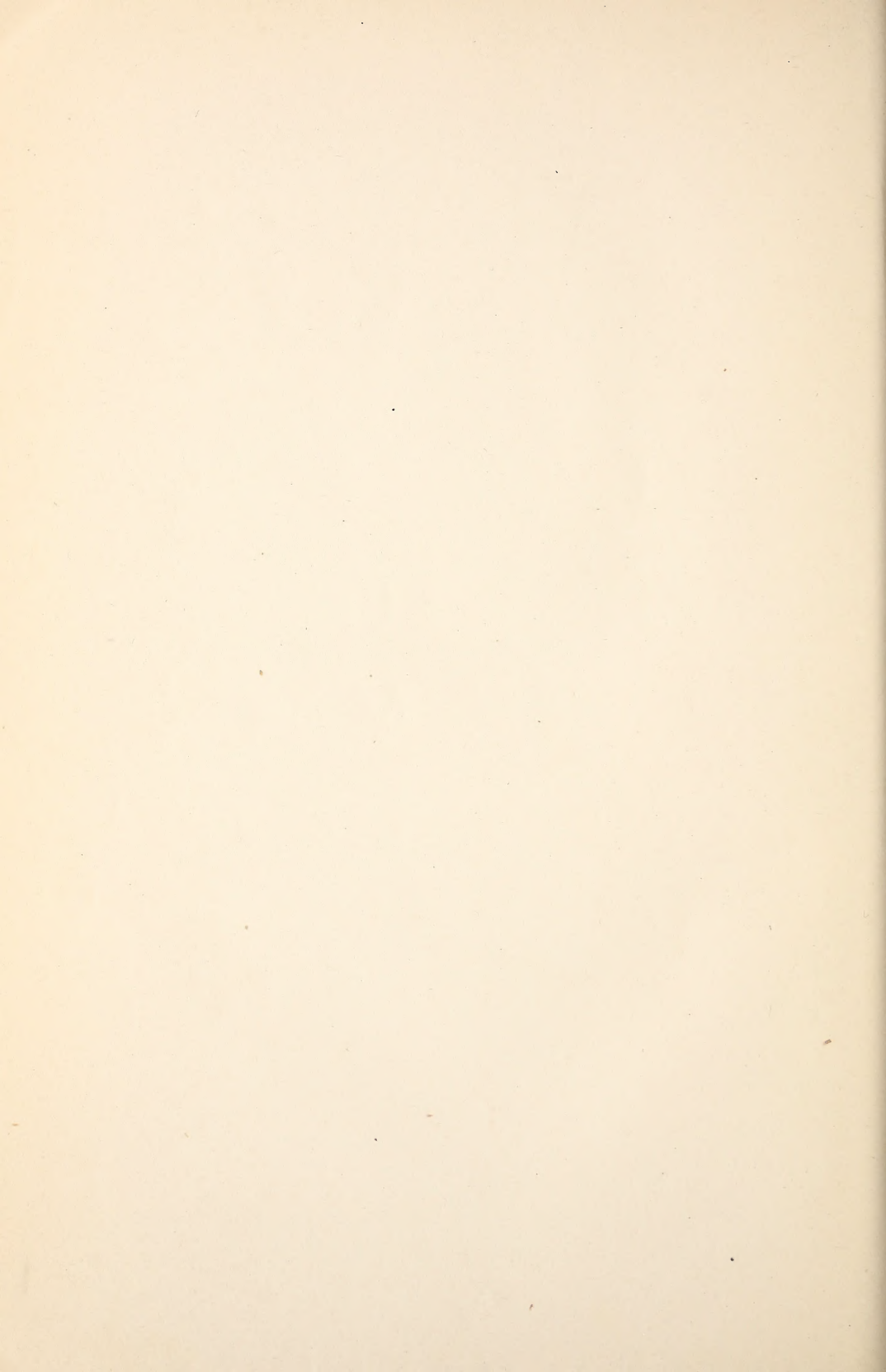
(The buildings now in use should be put to some other purpose and new buildings or separate colonies provided in both instances, since in the present locations, the criminal insane are too near the buildings where the other insane patients are kept. Very little space is provided for out-

door exercise and this is poorly protected. Except to a very limited degree the criminal insane do not get the benefit of either outdoor exercise, recreational or occupational therapy.

- (j) That the drug addicts and inebriates at the State Hospitals for the Insane should be entirely removed from those who are declared definitely insane.

(Under present conditions the drug addicts and inebriates are kept with those who are declared definitely insane in the wards, the dining rooms and living rooms. It is extremely depressing to those who are being treated for drug addiction to be subjected to constant association with the insane, and not conducive to cure. On the other hand according to a statement made by the medical director, the presence of this type of patient, mentally normal as a usual thing when not under the influence of drugs, is a demoralizing influence among the insane.)







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